

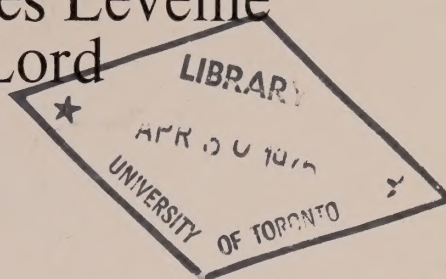
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Government
Publications

Profile: Edmonton

The political and administrative
structures of the metropolitan
region of Edmonton

André Bernard
Jacques Léveillé
Guy Lord



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of the metropolitan region of Edmonton

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Ottawa
November 1974

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Foreword

The information presented in this monograph gives as complete a description as possible of the political and administrative structures of the metropolitan region of Edmonton, ranging from the structure of local and regional governments to the composition of political and administrative agencies.

Particular importance has been placed on describing local and regional structures dealing with urban land use planning and urban transportation, as well as the relations which have been established with provincial and federal governments in these two areas. Similar information has been collected in nine other urban areas in Canada, in order to establish an inventory of their political and administrative structures.

The project's major objective has been to overcome the absence of systematic information about the government of these ten large Canadian cities. More particularly, it is a response to the need to know how our large urban centres are governed and how they participate in the complex process of planning for urban development.

The monographs will be available in all Information Canada bookstores, and will periodically be updated to ensure they contain currently correct information.

The project was carried out by a team of researchers from l'Université du Québec à Montréal, in close collaboration with the staff of the Ministry of State for Urban Affairs, and with considerable help from the organizations which were the subject of the studies. It is one element, however modest, in a laborious process of systematically collecting information about Canada's major urban areas.

André Saumier
Assistant Secretary

Abstract

Although the metropolitan region of Edmonton does not have a separate system of government, certain characteristics should be noted both in the political and administrative structures of the City of Edmonton and in the land use planning structures of the region as a whole.

The complex political and administrative structures of the City of Edmonton focus on two main bodies: the Municipal Council, headed by the Mayor, and the Board of Commissioners, headed by the Chief Commissioner. An intricate network of committees, commissions and services operates in conjunction with these key bodies.

Land use planning structures for the Edmonton region include planning bodies within the City of Edmonton as well as the Edmonton Regional Planning Commission (ERPC), an organization created by provincial Act to encourage closer cooperation among the regional municipalities in planning and directing urban growth.

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Introduction

The structure of municipal government in Alberta has been established under The Municipal Government Act, (1970 R.S.A., c. 246 and subsequent amendments), which applies to all municipal areas throughout the province. A general arrangement for appointing either municipal commissioners (Council - City Commissioner system), or a city manager (Council - Manager system) to which a council can delegate any or all of its executive and administrative duties and powers, provides the basic structured arrangement in Alberta for interaction between the political - an elected council and mayor - and administrative areas of government.

A series of seven Regional Planning Commissions (R.P.C.) which (See Figure 1 for a map of the R.P.C.s) cover vast areas of the province give the appearance of a metropolitan form of government, similar to that which is found in other provinces of Canada; this, however, is misleading. The R.P.C.s enjoy none of the attributes of metropolitan government: they can neither levy taxes nor own lands. In contrast to municipal councils the members of the R.P.C.s are appointed by those municipal councils to which they have been elected, but are not directly elected as Commission representatives. In the case of Edmonton and Calgary both cities are underrepresented on the R.P.C. in terms of the relative size of their populations, although in both cases the city provides technical support staff to aid the R.P.C. in matters of importance to the respective city.

The R.P.C.s were created in the early 1950's as part of an overall provincial effort to contain and control urban expansion which had resulted from the resumption of urban growth during the early post-war years. (See Table 1 Population of Alberta: selected years). The cities were empowered to join with the fringe municipalities for the purpose of preparing an overall master plan and hence of ensuring that all new development would be subject to uniform control.

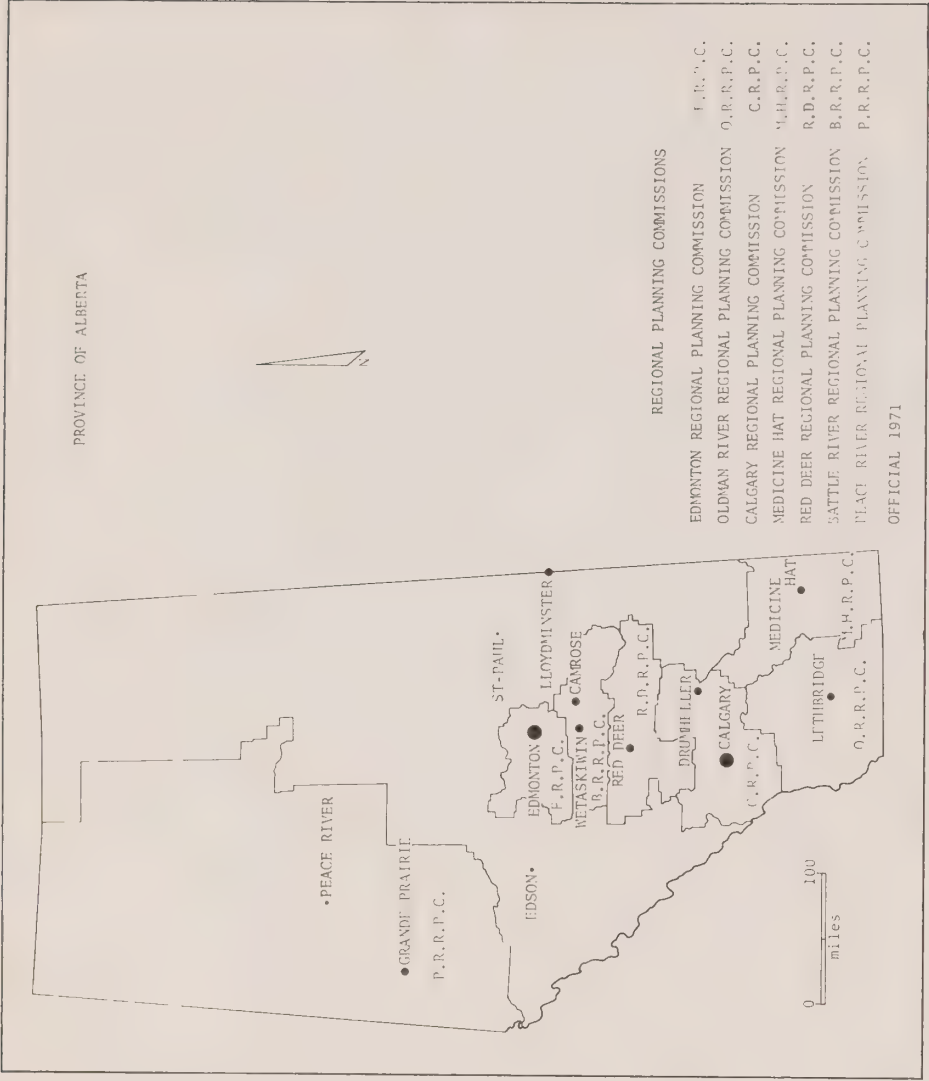


FIGURE 1 MAP OF THE REGIONAL PLANNING COMMISSIONS IN THE PROVINCE OF ALBERTA

Table 1 Population of Alberta: selected years

Year	Total Population	Rural	% Total	Urban	% Total
1921	588,454	365,550	62.1	222,904	37.9
1931	731,605	453,097	61.9	278,508	38.1
1951	939,501	451,313	48.0	488,188	52.0
1971	1,619,305	399,557	24.7	1,219,748	75.3
1973	1,662,828	386,828	23.3	1,276,000	76.7
1974	1,687,530	389,711	23.1	1,297,819	76.9

The early years of the Commissions were not particularly successful, largely because they acted only in an advisory capacity until 1957. At that time the Provincial government decided to legislate new powers for the R.P.C.s and refine the relationships between them and the city administrators in a two-tier planning structure. This took the form of major amendments to the Town and Rural Planning Act which gave the Regional Planning Commissions authority to formulate and implement a district plan. The R.P.C.'s terms of reference are now found in The Planning Act (1970 R.S.A., c. 276, sections 8-14 and subsequent amendments).

The Commissions are responsible for designing a general overall plan for their district which establishes the broad guidelines for land use development, and in accordance to which the municipal plans must be developed. The R.P.C. also supplies planning assistance to those communities without the resources - or on-going need - to establish their own planning departments. Finally, the R.P.C. acts as the approving authority for subdivisions within its district.

In all these matters the relationship of the two principal cities of Edmonton and Calgary to their respective R.P.C.s is both unique and similar. Both cities are of comparable size and hence face problems which are all but unknown in the other eight metropolitan centres, which are classified as cities, but which are considerably smaller. Edmonton and Calgary have adopted a basically similar administrative and political design - the council-commissioner system - and while differences exist they can be regarded as having parallel structures of urban government. Both cities have large and active planning departments, and although planning within each city must conform to the guidelines established by the R.P.C., these are couched in such general terms as to render both cities as virtually autonomous and independent, within their established boundaries, in matters relating to land use, planning, transportation and economic and industrial promotion. Approval from the R.P.C. must be obtained

when the city wishes, after annexation, to alter the land classification of a newly acquired land parcel, or when development within the city, but adjacent to its boundary, is planned. But beyond these restrictions the two cities operate largely as free agents in all matters of land use planning and transportation within their jurisdiction, subject to appeal provisions which are outlined in the text.

In part this is a consequence of the size of these two cities and the distribution of population within their immediate confines. Through a series of annexations after the Second World War, and up through to the mid-'sixties, both Edmonton and, in particular, Calgary, came to dominate their respective regions. Further, the philosophy governing the growth of these two centres was that a metropolitan area, which is in fact one economic and social unit, can be more effectively and efficiently governed by one central municipal authority than by a multiplicity of local governing bodies or through a metropolitan federation of existing towns and cities. This concept was supported in the McNally Commission in 1956 - a provincial Royal Commission on the Metropolitan Development of Calgary and Edmonton - and later in the Hanson Report - a study undertaken for the City of Edmonton in 1967 to search for the best and most appropriate form and size of local government in the Edmonton area.

In a sense the annexations of the early 1960's were more complete for the City of Calgary than for Edmonton, encompassing a large area of raw land and any town or village of any consequence which lay within a reasonable distance of the city's core. On the other hand, Edmonton was left without the industrial area - Refinery Row - immediately east of the present city, or the dormitory centres of St. Albert and Sherwood Park. To a degree Edmonton had also less raw land to accommodate future growth and development within the city. This situation has initiated a proposal for annexation of

these areas by Edmonton - outlined in "The Future of This City" - which is now pending before the provincial cabinet.

Both cities however enjoy an independence and autonomy in matters falling within the allotted areas of municipal competence which is absent in other large cities of Canada. Although a proposal for a new Planning Act - "Towards a New Planning Act for Alberta" published in January, 1974, by the Minister of Municipal Affairs - is currently being discussed throughout the province, and could conceivably open up new dimensions for the R.P.C.s, given the tradition of urban development within the province, it is unlikely that the present dominance of the two principal cities will be challenged by the creation of a metropolitan form of government.

The existing urban structures of Edmonton and Calgary, and their relationship with the R.P.C.s and the Province, have dictated the design for the study of these cities. The first part will be concerned exclusively with a description of the political and administrative structures of the city alone, while the second part will describe both the structures and relationships involved in land-use planning and transportation.

A description of the R.P.C.s will be found in the second part.

I The political and administrative structures of
the metropolitan region of Edmonton

The City of Edmonton

1 General information

1.1 Historical background

The Hudson Bay Co., established a fur trading post on the North side of the river in 1795 called Fort Edmonton. The post developed as a centre for traders, missionaries and travellers, and in 1874 became an outpost for the North West Mounted Police. The C.P.R. reached Strathcona, on the South side of the river, in 1891, and a year later, Edmonton was incorporated as a town. The Klondike gold rush provided the city with a further impetus for growth in 1898 which was sustained by the arrival of the Canadian Northern Railway in 1901, and the designation of Edmonton as the capital of the newly formed province of Alberta in 1905. In 1912, Edmonton and Strathcona were amalgamated. While W.W.I. brought an end to the stream of immigrants entering the area, railroad construction continued spreading in all directions from the city. Edmonton's role as a transportation centre was expanded with the advent of the bush pilot. During the Second World War, in 1942, the city became the base for the building of the Alaska Highway, and the Canol pipeline, linking Norman Wells with Whitehorse, Yukon. American engineers and civilian construction workers poured into the city, creating a building boom that continued after the war.

The economy of Edmonton had developed initially along the lines of a transportation and distribution centre for a cattle-ranching and wheat-farming area. After the Second World War, the discovery of great petroleum and natural gas deposits gave an additional dimension to the city's reliance on the primary exploitation of the land's resources. Only in the 1960's did Edmonton begin significant industrial development. Even so, four different economic phases - fur, agriculture, oil and industry - have been telescoped into about eighty years of rapid change.

1.2 Population

Since the formation of Edmonton as a major settlement at the end of the 19th Century, the population growth pattern has reflected the major historical events outlined above, as well as coinciding proportionally with periods of economic boom and relative recession.

At the time when Edmonton was chosen as the capital of Alberta, in 1905, it had a population of 4,000. The great influx of settlers during the period between the acquisition of provincial status and the outbreak of war in 1914, pushed the population to 72,000, a number which actually declined, by 1917, to 50,000 people. During the next 25-year period, the population increased at the relatively low rate of 2.7% per year, reaching 97,000 in 1947. The discovery of oil at Leduc in 1947, and subsequent discoveries of oil and natural gas in other areas in the Edmonton region, combined with increased mining activity and the clearing of additional land for agricultural purposes, provided stable employment opportunities and stimulated a growth rate of 5.8 per cent per year during the period 1942 to 1961. The population of the city of Edmonton reached 441,530 by 1973, while metropolitan Edmonton attained 562,400. At the present time, an annexation proposal has been placed, by the city, before the Alberta government which would increase Edmonton's present area of 121 square miles to 360 square miles, and maintain a non-fragmented centralized municipal government.

(See Table 2 on Edmonton's population).

1.3 Area

The present City of Edmonton comprises an area of 121.39 square miles. (See Figure 2 for a Map of the City of Edmonton).

Table 2 Population of the City of Edmonton : selected years

Year	Population	Area (sq.m.)	Density
1905	4,000		
1914	72,000		
1927	63,000		
1937	77,500		
1947	97,000		
1958	252,131	44.68	5643
1961	276,018	68.64	4021
1967	381,230	85.57	4455
1970	422,418	87.62	4821
1973	442,380	121.39	-
1986**	550,000	121.39	4530

* Within City Boundaries.

** It is projected that the population of the City of Edmonton will reach 550,000 in the period 1985-86.

Source: A Statement of the Future of this City;
a Submission to the Minister of Municipal Affairs.
Approved by City Council of Edmonton, October 7, 1973.

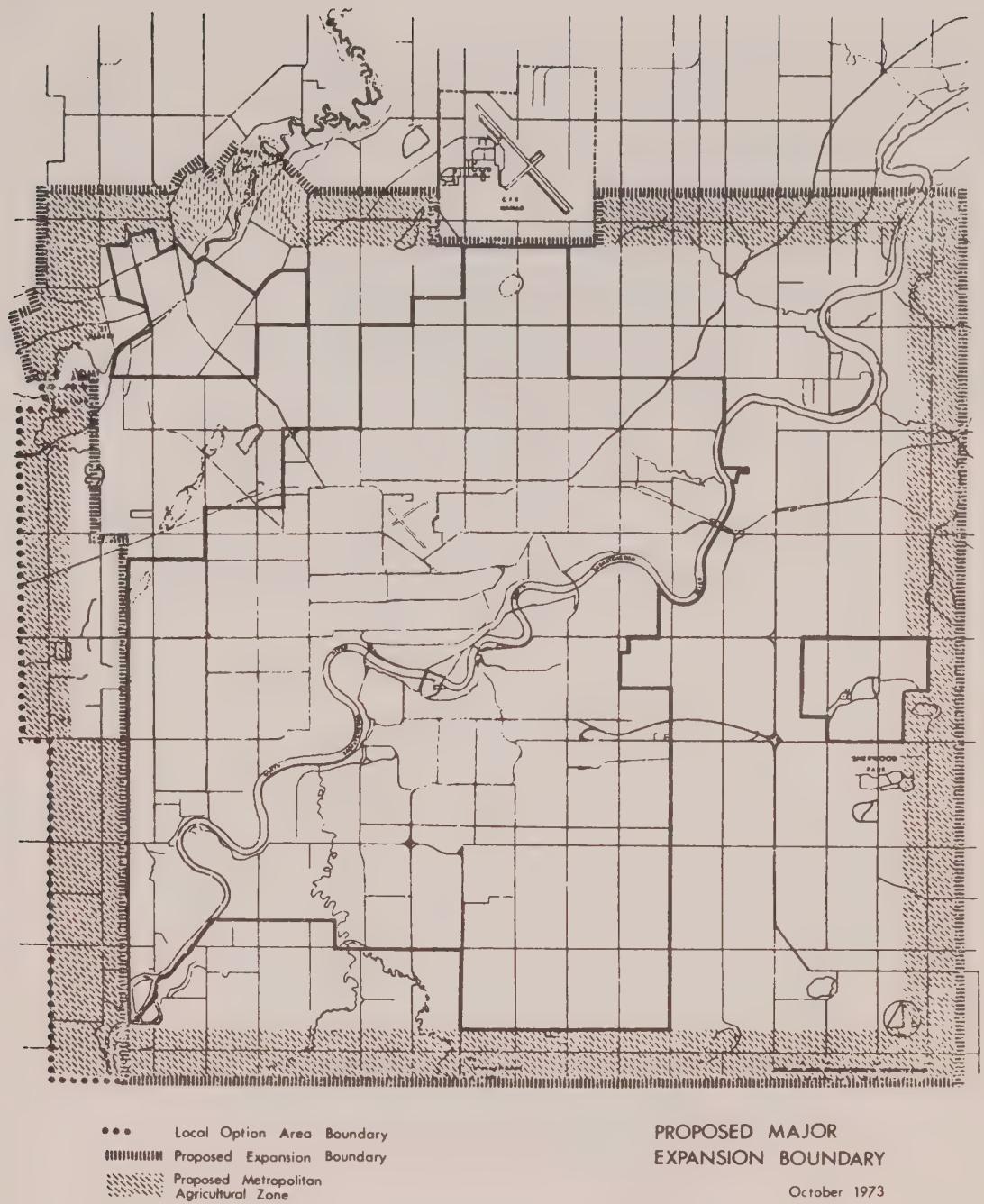


Figure 2 Map of the City of Edmonton

1.4 Provincial Acts relating to the City of Edmonton

The City of Edmonton is now governed by The Municipal Government Act (1970 R.S.A., c. 246 and subsequent amendments). The former Edmonton Charter was repealed by Chapter 68 of The Municipal Act, 1968, with the exception of certain provisions which are indicated by Section 428 of The Municipal Government Act.

Three other major pieces of provincial legislation are of particular relevance to the City of Edmonton:

The Municipal Election Act (1970 R.S.A., c. 245)

The Planning Act (1970 R.S.A., c. 276)

The City Transportation Act (1970 R.S.A., c. 47).

These will be referred to at the appropriate and relevant sections of the text.

1.5 Relationships with other Municipalities

In the absence of any concrete structure of regional or metropolitan government in the area, the City of Edmonton maintains ad hoc relationships with a number of the neighbouring municipalities and hamlets through a number of organizations, such as school boards, hospital boards, utilities and City departments.

Surrounding municipalities are dependent upon the Edmonton Fire Department for major fire protection. Many surrounding municipalities are also dependent on Edmonton for treated water, recreational and library facilities.

A desire on the part of the City of Edmonton for greater control over planning of the adjacent municipal area has resulted in the City submitting a proposal to the Provincial Cabinet - rather than the Local Authorities Board - for a single municipality, encompassing the entire urban unit (this would include the town of St. Albert

and the Hamlet of Sherwood Park) - in order that the area of the municipality should correspond as closely as possible with the urban economic and social base. This would increase Edmonton's area from 121 square miles to 300 square miles. This proposal is outlined in "The Future of this City" (See Figure 2).

Ad hoc relationships with other municipalities and specific departments of the Provincial government are maintained. These tend to be of an informal nature and perhaps are more important than the formal committees which exist, although such intangibles as the nature of an issue and the compatibility of the personalities involved are important factors which must be considered.

A number of provincial departments are involved with municipal matters, although this involvement is curtailed on issues which are directly related to the two principal centres of Edmonton and Calgary. It would be erroneous to suggest that either a department, or a committee, which appears as a potential agency for the cooperation and coordination of urban problems, has very much impact on the decision-making apparatus of these two cities.

The likely contenders, in terms of provincial departments concerned with urban issues affecting Edmonton, are the following:

The Municipal Affairs Department, which has a Planning Branch and whose Minister chairs the Cabinet Committee on Metropolitan Affairs, as well as the Provincial Municipal Advisory Committee, also chaired by the Minister, have little direct impact on the City of Edmonton. Any influence which is exerted tends to be of an informal nature.

The Department of Highways and Transport concerns itself with matters involving Edmonton through an informal and highly personal arrangement. No apparent structures exist to ensure ongoing coordination and cooperation between the transportation policies of Edmonton and its adjacent municipalities through this department.

The role of the Edmonton Regional Planning Commission (See Part II, Sec. B, 2.1) is to serve as an arena for discussion between the City and the outlying municipalities. But for important ongoing matters the City would operate directly, and in an informal manner, with the municipality concerned.

The geographic extent of Edmonton and the nature of the population distribution, combined with a strong unitary tradition for urban government in Alberta, have created a City which is autonomous and independent, if not aloof, from its immediate environment, which, apart from Sherwood Park and St. Albert, is largely undeveloped.

2 Political structures

2.1 A Council - Board of Commissioners System of Local Government

(See Figure 3 for the overall organization chart of the City of Edmonton).

The Council is composed of the Mayor, elected by the entire electorate, and twelve aldermen, elected on a ward basis (since 1971) from four wards with three aldermen each for a term of three years.

Edmonton's wards - all running north-south across the North Saskatchewan River - were expressly designed to contain a cross section of the city's interests and a socio-economic mix

(See, The Task Force on Urbanization and the Future, Task Committee Reports (Edmonton, 1972) pg. 39).

The Commissioners are appointed by the Council.

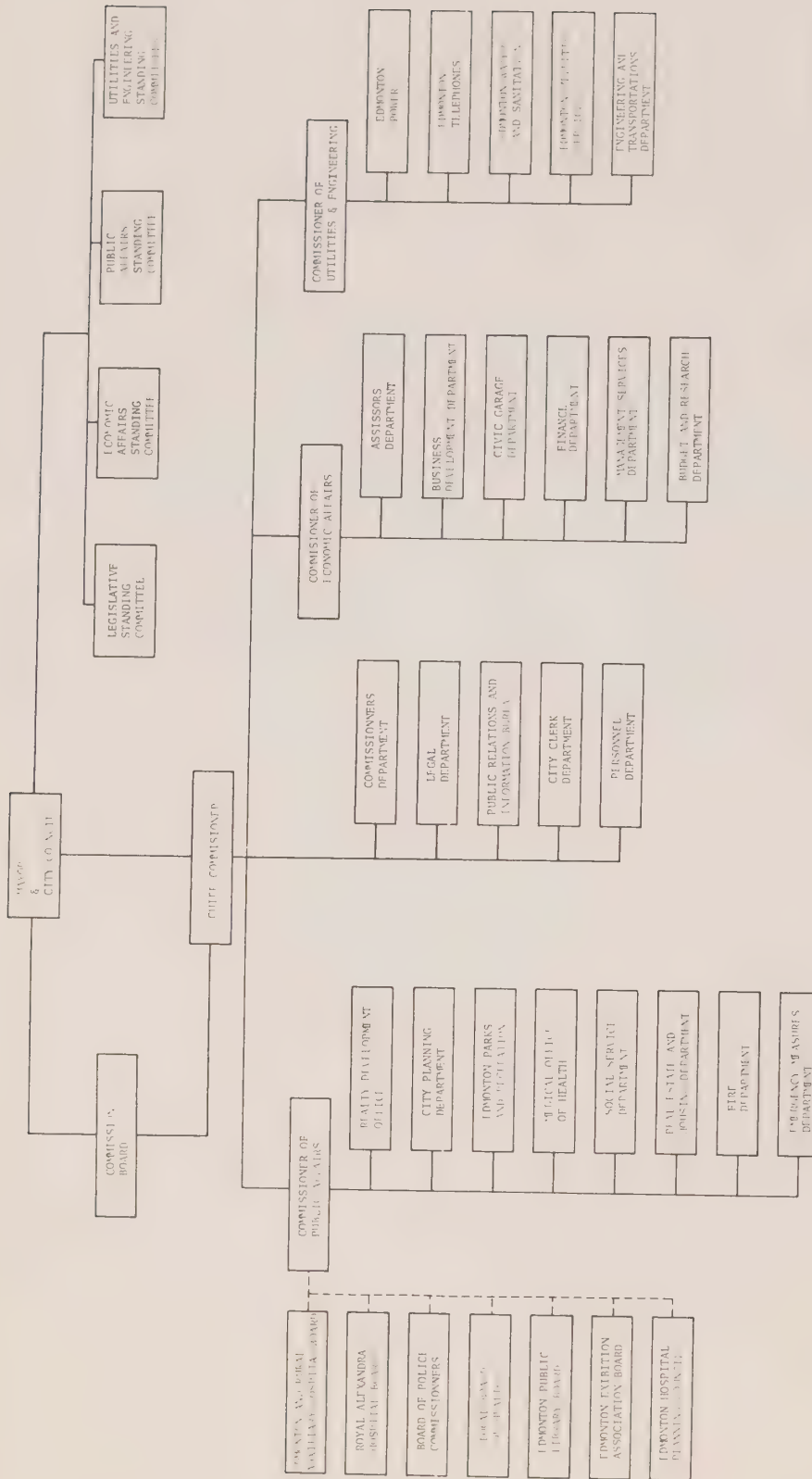
2.2 Eligibility regulations for the Council

2.2.1 Qualifications for voting

All persons of the full age of 18 years are qualified to vote for Mayor, Aldermen and School Trustees,

(i) whose names are on the assessment roll in respect of land or business liable to taxation,

(ii) who, though not taxpayers, are Canadian citizens or British subjects and have resided in the City for twelve months immediately preceding the elections, although this appears likely to be reduced to six months, The Municipal Election Act (1970 R.S.A., c. 245, Section 34, and subsequent amendments).



OFFICIAL 1965

CITY OF EDMONTON POLITICAL AND ADMINISTRATIVE ORGANIZATION CHART

FIGURE 3

2.2.2 Qualifications for Mayor and Councillors

These qualifications are outlined in Sections 10-12 of The Municipal Election Act and Section 29 of The Municipal Government Act; they include:

- (i) ability to read and write English;
- (ii) being a Canadian citizen or British subject;
- (iii) being of the age of at least 18 years;
- (iv) being a resident of the City for the past twelve months;
- (v) being an owner of taxable land within the City;
- (vi) not being disqualified by special provisions of the Act, which, among other things, excludes judges of any court of civil jurisdiction, sheriff, deputy sheriff, goaler, constable, assessor, auditor, all persons on the City payroll, persons in business with the City, and all persons indebted to the City.

2.2.3 Election procedures

These election procedures are described in The Municipal Election Act, Sections 48-156. They provide for an election every three years, on the third Wednesday in October of the election year.

Under provisions of Section 28 of The Municipal Government Act, City Council divided the City into four wards (1971) with approximately the same number of electors residing in each ward. The City Returning Officer prepares, for each election year, a list of electors by ward divisions. These lists are posted in conspicuous places and may be supplemented by persons omitted from the list who can prove that they are entitled to vote. In the last election (1971) 101,235 persons voted, or 36.9% of the electorate.

There is no political party operating formally in Municipal elections. A mayoralty candidate may present the electorate with a slate of candidates as aldermen, but such a team would only coincidentally reflect any single party allegiance from either Provincial or Federal fields.

2.3 The Council

2.3.1 Composition

The Council is composed of a Mayor and twelve aldermen. The mayor presides at all Council meetings, except in the Mayor's absence when a Deputy Mayor, appointed from the members of Council, presides. The aldermen rotate as Deputy Mayor for an equal period of time throughout their term as aldermen. The mayor, when present, and every councillor present must vote on every matter,

a) unless, in a specific case, the Mayor or councillor is excused by resolution of the Council from voting, or

b) unless disqualified from voting by reason of pecuniary interest.

Any bylaw or resolution upon which there is an equality of votes is considered to be decided in the negative. The term of office is three years without any limitation placed on the number of terms a candidate may seek.

(A list of the members of the Council is given in Table 3).

2.3.2 Meetings

Regular meetings of Council are held on the second and fourth Mondays of each month at 2:30 p.m. The Mayor may call special Council meetings provided written notice is given to all members at least twenty-four hours in advance, but he must call a special meeting if he has a written request from a majority of the Council members (Sec. 4.1.1 of The Municipal Government Act).

2.3.3 Procedures

The Council functions as a legislative body and, through the adoption of bylaws, acts for the corporate body of Edmonton and exercises all powers vested in this Corporation (The Municipal Government Act, Part 5, Sections 104 and 106).

Table 3 Members of the Council, February 1974

Mayor Dent	
Ald. Cavanagh	Ald. Menzies
Ald. (Mrs.) Evans	Ald. Newman
Ald. Fallow	Ald. Olsen
Ald. Hayter	Ald. Purves
Ald. Leger	Ald. Tanner
Ald. McLean	Ald. Ward

Council passes, as soon as practicable in each year, a detailed estimate of the probable expenditures of the City for the year as well as an estimate of probable revenues from all sources other than property tax. Land and improvement taxes to the amount required to match the expenditures, minus estimated revenues, are determined by Council after it approves the combined estimates of departments and boards.

The Council works in plenary sessions and in committees. Council committees have no executive character, but perform preparatory work for Council meetings. Through its delegated members and through authorized employees of the administration, Council participates in the work of various bodies which perform executive or advisory duties of varying nature and scope.

2.3.4 Powers

The Council exercises the powers of the municipal corporation and is ultimately responsible for the policies of the corporation, for the execution of those policies and for the administration of all the affairs of the City. However, by the establishment of the Council-Board of Commissioners system, the Council is in a position to restrict its participation primarily to matters of policy.

The Council executes control over the performance of the executive (the Boards and Administration) through its own judgment, through the power of enquiry vested in all its members, through special committees and commissions which may be created, and through the help of the City Auditors who audit in the name of Council all City accounts and documents and issue yearly statements of this audit.

The Council is responsible for the maintenance and operation of a number of very large public utility systems, i.e., telephones, electricity, water, sanitation, transportation and the Municipal Industrial Airport which serves the local area and the Canadian Northwest.

The jurisdiction of the Council is confined to the geographic limits of the City. Council is empowered to pass the bylaws required by The Municipal Government Act or any other act in force in the province.

The broad allocation of powers is somewhat limited by the taxation resources of the City and by its obligations for the opening and maintenance of the streets, sewers, and water services, for the management of a Police and Fire Department, the Royal Alexandra Hospital (for land acquisition), for the administration of justice, for parks, recreation and transportation, and for land use planning within the City.

The Council may provide for the submission to the electors or proprietary electors of any municipal question or plebiscite over which Council has jurisdiction.

2.4 Committees of the Council

Section 43 of The Municipal Government Act provides Council with the powers to appoint standing or special committees consisting of one or more of its members and may delegate to any such committee,

- (a) any matter for consideration or enquiry, and
- (b) any of the duties and powers imposed and conferred upon Council by the Municipal Act, except the powers,
 - (i) to borrow money, or
 - (ii) to pass a bylaw, or
 - (iii) to enter into a contract.

However Committees may deal only with these matters referred to them by Council. They have no power to act, only power to make recommendations to Council.

To facilitate a better understanding of the Committee system as it operates in Edmonton's City Council, four distinct varieties of council organization can be identified:

- (1) Standing Committees - See below 2.4.1
- (2) Special Committees - See below 2.4.2
- (3) Advisory Committees - See below 4.1
- (4) Boards - See below 4.2

2.4.1 Standing Committees

The features of the Council-commissioner system as it concerns the operations of Council are based on the creation of a small number of policy committees of the Council to discuss and consider matters of policy and to report to the Council. The key to the efficient working of such a committee system will lie, in the final analysis, in the mayor's concept of his role. The Council does not delegate or assign administrative powers and duties to the standing committees.

In 1971 four standing committees were established, named, and accorded the following functions:

- (a) Economic Affairs - a finance and budget policy committee
- (b) Public Affairs - a public services policy committee covering social services, parks and recreation, health and planning, etc.
- (c) Utilities and Engineering - power, telephone, engineering, water and sanitation, etc.
- (d) Legislative Committee - as a consequence of its members who are chairmen of the other three standing committees and the presence of the Mayor and Chief Commissioner (ex officio) this Committee provides an overview of all legislation examined by the three other committees.

Functions: The Standing Committees are assigned functions which parallel the principal divisions of responsibility shared by the Commissioners. Through this method Council can divide the work of examining policy proposals and also permit individual members of Council to acquire expertise in specific areas of policy concern.

Members: Each alderman sits on at least one standing committee and each standing committee consists of four aldermen, the Mayor, ex officio, and the appropriate Commissioner. The Chief Commissioner attends, ex officio, all committees. The Chairman of each committee is an alderman appointed by the Committee members. The Legislative Committee is composed of the chairmen of the other standing committees plus the Mayor and the Chief Commissioner (ex officio). See Table 4 for memberships of Standing Committees.

Powers: The powers and responsibilities delegated to the four standing committees do not infringe upon the executive and administrative powers and responsibilities of the Commission Board (Sec. 3.2) which continues to be accountable to Council only. The administration does not then, report to the standing committees, but directly to Council which might then refer the matter to a standing committee. The standing committees are primarily concerned with being advisors and consultants to the Council.

Meetings: The meetings of the standing committees are scheduled on a regular basis, as may be decided by Council, and/or the committees themselves.

2.4.2 Special Committees of City Council

Any number of Special Committees may be appointed by City Council resolution as deemed necessary, and for specific or indefinite periods of time. The Committees may be composed of varying numbers and include members of Council and employees of the City Administration. Most of these Committees have no particular terms of reference, but must act for and report to Council as required.

Table 4 Membership of Standing Committees of the Council,
 July 1974

Utilities and Engineering Committee

Commissioner D. F. Burrows
Ald. Olsen - Chairman
Ald. Tanner
Ald. Leger
Ald. Fallow

Public Affairs Committee

Commissioner A. H. Savage
Ald. McLean - Chairman
Ald. Menzies
Ald. Hayter
Ald. Purves

Economics Affairs Committee

Commissioner T. E. Adams
Ald. Cavanagh
Ald. Newman - Chairman
Ald. Ward
Ald. Mrs. Evans

Legislative Committee

Ald. Olsen
Ald. McLean
Ald. Newman
Mayor Dent, Chairman
Chief Commissioner G. S. Hughes

At the present time the only Special Committee of any importance is the Rules and Procedures Committee, created by resolution of Council and composed of the Chief Commissioner ex officio and four aldermen. It reports directly to Council on matters relating to the procedural bylaw.

2.5 The Mayor

Term of Office: The Mayor is elected for a three-year term of office and may stand for reelection for an unlimited number of terms.

Election: The Municipal Election Act states that in a city the mayor shall be elected by the vote of the electors of the entire municipality.

Powers: The Mayor is the Chairman of the Council and of the Legislative Committee of Council, a member of the Commission Board and ex officio member of all standing committees. Resulting from a close working relationship between the Mayor and the Chief Commissioner, the Mayor controls the preparation of the Council's agenda. The Mayor rarely participates in the deliberations of Council since he is chairman, although on this point the personality of the Mayor will largely determine his involvement. The majority of the Mayor's communications are through the Legislative Committee.

Duties: The duties of the Mayor are outlined in Section 48 of The Municipal Government Act. They include:

- (i) As chief officer of the municipality, the Mayor:
 - (a) presides at all meetings of the Council whenever he is present;
 - (b) causes the laws governing the municipality to be executed;
 - (c) supervises and inspects the conduct of all officials of the municipality in the performance of their duties;

- (d) causes all negligence and carelessness and violation of duty to be prosecuted and punished, as far as it is within his power to do so, and
 - (e) communicates from time to time to the Council all such information and recommends such measures that he considers will better the finances, health, security, cleanliness, comfort, ornamentation and property of the municipality.
- (ii) The Mayor is ex officio a member of all boards, associations, commissions, committees, or other organizations to which the Council has the right to appoint members under The Municipal Government Act. The Mayor, when in attendance, possesses all the rights, privileges, powers and duties of other members, whether elected, or appointed.

Priorities for the Mayor, as civic leader, are the important issues of the community; the matters of major public discussion and debate; the relationships between the City of Edmonton and the governments of Alberta and Canada, and the local boards and commissions, and the neighbouring municipalities.

As the City's first citizen, the Mayor is involved in those social and ceremonial duties necessitated by his official position.

3 Administrative structures

3.1 General structure

(See Table 5 for current listing of senior personnel in the City Administration).

Edmonton has a Council-Board of Commissioners system.

(See Figure 3 - City of Edmonton Political and Administrative organizational chart). The Council established a Commission Board composed of the Commissioners and the Mayor. Reference is made in some literature, and on many of the City of Edmonton's organizations charts, to an Administrative Committee which is essentially the Commission Board, without the Mayor. However, this Committee has now been largely abandoned and will receive no further mention in this study. Sections 87 to 93 of The Municipal Government Act provide for the appointment of the City Commissioners, and describe their duties and powers.

3.2 The Commission Board

3.2.1 Composition

As outlined in The Municipal Government Act, Sections 87-93, the Chief Commissioner is the principal administrative officer for the City of Edmonton. There are four additional Commissioners, all appointed by Council for an unspecified term. The Council of the City of Edmonton has established and it maintains a Commission Board or Board of Commissioners which is composed of the Mayor and these five commissioners. The Chief Commissioner is chairman.

Table 5 City Administration, July, 1974

Chief Commissioner: G. S. Hughes

Commissioners	:	Economic Affairs	T. E. Adams
		Public Affairs	A. H. Savage
		*Special Projects	S. J. Hampton
		Utilities and Engineering	D. F. Burrows

Boards

Edmonton & Rural Auxiliary Hospital Board	
- Chairman	M. R. Parker
Royal Alexandra Hospital Board	R. C. Nye
Board of Police Commissioners - Chief. Const.	F. E. Sloane
Local Board of Health	Dr. G. H. Ball
Edmonton Public Library Board - Chairman	Miss M. Gardner
Edmonton Exhibition Association Board	A. J. Anderson
Edmonton Area Hospital Planning Council	
- Chairman	Gordon K. Wynn

Departments

Commissioner of Public Affairs	A. H. Savage
Realty Development Office	P. H. Walker
City Planning Department	S. C. Rodgers
Edmonton Parks and Recreation	J. Boddington
	(A/Superintendent)
Medical Officer of Health	Dr. G. H. Ball
Social Services Department	D. K. Wass
Real Estate and Housing Department	P. Ellwood
Fire Department	L. C. Day
Emergency Measures Department	W. B. Brown
Chief Commissioner	G. S. Hughes
Commissioners Department	L. B. Nicholson
Legal Department	H. F. Wilson
Public Relations & Information Bureau	H. Pawson
City Clerk Department	C. J. McGonigle
Personnel Department	J. L. Pulford
	(A/Superintendent)

* created after February 1974

Table 5 (cont'd)

Commissioner of Economic Affairs	T. E. Adams
Assessors Department	S. M. Scott
Business Development Department	L. L. LeClerc
Finance Department	E. K. Barry
Management Services Department	H. B. Fraser
Mobile Equipment Services Department	H. J. Mayhew
Budget and Research Department	V. Nelson
Commissioner of Utilities and Engineering	D. F. Burrows
Edmonton Power	V. Kondrosky
Edmonton Telephones	J. L. Pulford
Edmonton Water and Sanitation	C. Z. Monaghan
Edmonton Utilities Services	R. J. Adair
Engineering and Transportation Department	G. Hodge

3.2.2 Powers and duties

The Commission Board considers and reports to the Council with regard to every recommendation that is concerned with the establishment of a new policy or the revision of an existing policy.

Since the heads of all departments report to a specific Commissioner, and suggestions for new policy are usually presented by a Commissioner before the Board, it is not surprising that most of the policy recommendations to the Council originate with the Board.

No administrative reports go to the Council unless signed by the Chief Commissioner, although such reports may be signed by one of the other Commissioners, or countersigned by the entire Board. Generally, all bylaws are approved by the responsible commissioners and sent directly to the Council.

3.2.3 Procedures

The reports of the Standing Committees and the Commissioners' reports, for purposes of coordination, are presented directly to Council. Council, from time to time, refers committee reports to the Commissioners and vice versa. A Committee may request a Commissioner's report on a matter referred to it, but may not deal with any matter which has not been referred to it by Council.

Most of the affairs of the Commission Board originate as reports or recommendation from the heads of the departments. If there is a disagreement of opinion between a department head and the Board, the Board must develop an alternative proposal, with the assistance of the department head involved, which will then be submitted to the Council for its decision.

This process permits the heads of departments to assume a high degree of responsibility and accountability, and provides the Council with an independent opinion from the Commissioners on the recommendations of the heads of the departments.

3.2.4 Decisions of the Board

The powers of the Board are exercised by a majority of the members. Decisions are binding on each member. Decisions are unanimous, usually, because they are not taken until a consensus has been achieved. Occasionally, a member may withhold his vote. A minority report from a Commissioner, however, is unusual.

3.2.5 Council-Commission Board relationship

The Council is responsible, ultimately, for policy and administration, however, because of the "sheer pressure of business", the Council has delegated its administrative powers and duties to the Commission Board to be exercised according to the policies and the directions of the Council. Since policy and administration cannot be separated, it is necessary, in the formulation of policy by the Council and its implementation by the Commission Board, that the axiom "policy begets administration and administration begets policy" be recognized as an important factor by both parties.

Hence, a close working relationship has been established between the Council, as the policy-making body, and the Commission Board, as the Council's administrative agency.

While the Commission Board does not possess the power to adopt a policy, the Board does have a responsibility to initiate policies, with a clear statement of the reasons (pro and con) for the policies. Conversely, it is a duty of the Councillors to suggest likely policies and to request the Commissioners to identify the pros and cons and to study the administrative feasibility of the idea suggested.

3.2.6 Chief Commissioner

The Chief Commissioner has two prime roles:

- the maintenance of an effective liaison between the Mayor, the Councillors and the Commissioners;
- the leadership and co-ordination of the work of the commissioners and officers.

The Chief Commissioner exercises leadership and coordinates the overall objectives of the City between department chiefs and members of Council.

The Mayor-Chief Commissioner relationships are extremely important in between Council meetings. The Chief Commissioner strives to assist and to advise the Mayor in his roles as leader of the Council and leader of the community.

The Chief Commissioner is responsible for the preparation of the agenda of the Council and of the Standing Committees and for overseeing the reports which support these agenda. The Chief Commissioner must work closely with the Mayor in the scheduling of items on the agenda.

The Chief Commissioner is authorized to speak to the Council concerning any matter which, in his opinion, should be brought to the Council's attention. The other Commissioners all may speak to Council on matters under their jurisdiction.

While the Chief Commissioner is only one member of the Commission Board, in spite of the Board's corporate nature and the concept that the Board's decisions be by consensus, the Chief Commissioner exercises the duties of a Chief Administrative Officer of the municipal corporation and ensures that the Council's policies and programmes are being carried out by the other Commissioners and the heads of the departments.

3.2.7 The Commissioners

- a) In Edmonton there are four Commissioners, each appointed by the Council to be a member of the Commission Board and to participate in the Board's exercise of its powers and duties. A Commissioner is assigned by the Board, with the Council's approval, responsibility for certain specified parts of the Board's duties (usually, by department, within a specified function), i.e., environment, finance, works and operations.

- b) The heads of departments report to the Board through the responsible and accountable Commissioner.
- c) A Commissioner is a trained and experienced municipal officer. Frequently, he has been a senior officer of the municipality prior to his appointment as a Commissioner.

3.3 The Departments

3.3.1 General

3.3.1.1 Structure

The City Council has created 20 departments, four services and utility organizations and several Boards and Commissions. (See Figure 3).

The head of each city department reports to the Commission Board through the responsible and accountable Commissioner.

With the exception of those appointments required by statute to be made by Council, the heads of departments are appointed by the Commission Board. Statutory appointments include the City Clerk, City Solicitor, City Assessor and the City Engineer. Department heads are responsible to the Board for the recommendations arising out of their departments' functions, and for advising the Board, and if necessary, the Council, with regard to them.

The following departmental breakdown is organized under the respective commissioners beginning with the Chief Commissioner.

3.3.1.2 Staff

7,112 permanent employees (excluding teachers employed by both the Public and Separate School Boards, but including wage-earners employed with the city owned utilities). See Table 6 for staff breakdown by department.

3.3.1.3 Budget

Edmonton has a budget prepared according to a Planning, Programming and Budgeting System (P.P.B.S.). This presentation by programmers

Table 6 Staff - City of Edmonton, June 1974

Department	Staff		Total
	Permanent	Non Permanent	
City Clerk	12	30	42
Commissioners	24	3	27
Legal	21	5	26
Personnel	53	36	89
Public Relations Bureau	8		8
"Edmonton Telephones"	1,105	149	1,254
Edmonton Power	655	103	758
Edmonton Utility Services	172	37	209
Edmonton Water & Sanitation	849	517	1,366
Engineering & Transportation	1,237	318	1,555
Assessors	79	12	91
Budget & Research	14		14
Business Development	13	24	37
Finance	101	14	115
Management Services	112	22	134
Mobile Equipment Services	177	23	200
Edmonton Parks & Recreation	362	1,513	1,875
Edmonton Social Services	130	30	160
Emergency Measures	2		2
Fire	704		704
Planning	136	1	137
Police	905	15	920
Real Estate & Housing	233	54	287
Realty Development	8		8
Total	7,112	2,906	10,018

of the City's estimates makes it difficult to present the budget of the various departments after 1971. (See Table 7 City of Edmonton 1972-73 Estimates).

3.3.2 The Chief Commissioner

3.3.2.1 Commissioners' Department

Duties: An administrative and executive function with responsibilities of implementing the will of Council and providing administrative leadership to all departments.

This department has very broad objectives of developing, refining and presenting all new concepts for the consideration of City Council. It is the nucleus which acts to meet the challenges of all City operations.

Organization and Staff: This department is headed by the Commission Board Secretary.

Permanent Staff in 1971: 38

1972: 40

1973: 41

Budget: 1970 - Expenditures \$437,650

Revenues Nil

1971 - Expenditures \$566,010

Revenues Nil

1972 - Expenditures \$627,634

Revenues Nil

1973 - Expenditures \$628,000 (est.)

Revenues Nil

3.3.2.2 Legal Department

Duties: Provides legal advice to Council and the City Commissioners and to all departments of the City of Edmonton.

Prepares legal documents.

Represents the City in litigation or hearings.

Table 7 The City of Edmonton - Budget, 1972 and 1973

Departments	Expenditure		Revenues	
	1972 (1)	1973 (1)	1972 (1)	1973 (1)
Commissioner's Department	628,000	628,000	-	-
Legal Department	377,000	395,000	-	-
Personnel Department	628,000	691,000	-	-
Public Relations Branch	117,000	117,000	-	-
Edmonton Telephones*	22,228,000	27,788,000	24,753,000	32,744,000
Edmonton Power*	22,480,000	26,047,000	29,001,000	35,233,000
Edmonton Utilities Services*	1,938,150	2,210,000	-	-
Edmonton Water & Sanitation*	11,404,352**	14,000,652**	12,962,540	14,931,893
Engineering & Transportation	6,519,000	6,675,000	1,179,000	1,259,000
Assessor's Department	1,684,000	1,800,000	1,356,000	1,422,000
Business Development Department	416,000	420,000	-	-
Finance Department	1,294,000	1,500,000	-	-
Management Services	1,590,000	2,257,000	17,000	19,000
Civic Garage Department	-	-	-	-
Planning Department	1,659,000	1,858,000	607,000	615,000
Social Services Department	5,250,000	5,850,000	4,050,000	4,473,000
Fire Department	9,733,000	9,800,000	12,000	13,000
Civil Defence Department	33,000	35,000	24,000	21,000
Parks and Recreation	7,840,000	8,477,000	1,644,000	1,670,000
Real Estate & Housing	3,276,000	3,404,000	1,321,000	1,271,000
(Formerly Property & Building Management)				
City Clerk	275,000	275,000	57,000	48,000

Table 7 The City of Edmonton - Budget (Cont'd)

(1) 1972 figures: Estimated actual

(1) 1973 figures: Estimates

Source: The City of Edmonton; 1973 Current Budget

 * The City of Edmonton; 1973 Current Budget

 ** Does not include debenture interest and principal payment for sanitary and storm sewers.

Investigates and settles claims for damages either on behalf of or against the City, its officers, or employees.

Organization and Staff: Reports directly to the Chief Commissioner through the City Solicitor, the department's senior officer.

Permanent Staff in 1971: 24

1972: 28

1973: 27

Budget: 1970 - Expenditures \$325,100

Revenues Nil

1971 - Expenditures \$346,000

Revenues Nil

1972 - Expenditures \$377,050

Revenues Nil

1973 - Expenditures \$395,300 (est.)

Revenues Nil

3.3.2.3 Personnel Department

Duties: To provide services that will procure, maintain, develop and retain staff that will accomplish the work of the City.

Organization and Staff: The department was re-organized in 1971 as a result of a study carried out by an interdepartmental Task Force. The department was moved under the jurisdiction of the Chief Commissioner, and internally re-organized. The superintendent (the senior departmental official) reports directly to the Chief Commissioner.

Permanent Staff in 1971: 47 (professional)

Budget: 1970 - Expenditures \$450,658

Revenues \$ 8,000

1971 - Expenditures \$542,176

Revenues \$ 25,000

1972 - Expenditures \$628,400

Revenues \$ 8,000

1973 - Expenditures \$691,000
 Revenues \$ 8,000

3.3.2.4 Public Relations and Information Bureau

Duties: To inform the public about Edmonton and, particularly, about the activities of the Corporate City of Edmonton.

To assist citizens to achieve liaison with City Hall and assist civic departments.

To enlarge the meaningful flow of civic and community information locally, nationally and internationally.

Organization and Staff: The Director reports directly to the Chief Commissioner.

Permanent Staff in 1971: 7
 1972: 7
 1973: 9

Budget: 1970 - Expenditures \$ 90,377
 Revenues Nil
 1971 - Expenditures \$ 98,574
 Revenues Nil
 1972 - Expenditures \$117,900
 Revenues Nil
 1973 - Expenditures \$117,000
 Revenues Nil

3.3.2.5 City Clerk's Office

Duties: The City Clerk provides secretarial services required by City Council and its committees and carry out the specialized administrative functions and responsibilities laid down in The Municipal Government Act of Alberta. The City Clerk's office also includes the election office (Returning officer, enumerations, census takers, etc).

Organization and Staff: Administratively, the City Clerk reports directly to the Chief Commissioner. As a Council appointee, the City Clerk is also directly responsible to Council.

Permanent staff in 1971: 7

Budget: 1970 - Expenditures	\$ 79,144
Revenues	\$ 500 (est.)
1971 - Expenditures	\$102,089
Revenues	\$ 500 (est.)

3.3.2.6 The Intergovernmental Office

A "one-man" responsibility for liaison between the City and the Provincial government, usually functions through the Alberta Urban Municipal Association (A.U.M.A.). The Intergovernmental officer reports to the Chief Commissioner.

3.3.3 Commissioner of Utilities and Engineering

Duties: After the general re-organization of the City of Edmonton departments in 1970-71, the City-owned Utilities also carried out extensive internal and external changes. New departments were added to the group and some existing departments were moved into other areas; this reshuffling was completed in February, 1974.

The re-organization proceeded with the purpose of aligning departments by functions and services provided. This required both vertical and horizontal integration of departments to streamline and improve the production of goods and services.

The Utilities Department is now divided into five basic areas:

- (1) "edmonton telephones"
- (2) Edmonton Power
- (3) Edmonton Water & Sanitation
- (4) Edmonton Utilities Services
- (5) Engineering & Transportation

The Commissioner of Utilities and Engineering reports directly to the Chief Commissioner; he is responsible for the activities of approximately 5,000 City employees, distributed over the five basic areas outlined below.

3.3.3.1 Edmonton Telephones

Duties: To provide the citizens of the City with the best possible

telephone service at the most reasonable cost and guarantee the City a rate of return consistent with sound business practices.

Organization and Staff: The general manager reports directly to the Commissioner of Utilities and Engineering.

Permanent Staff in 1971: 822

Budget: 1970 - Operating Expenditure	\$16,136,508
Revenue	\$20,401,971
Capital Expenditure	\$12,953,826
1971 - Operating Expenditure	\$18,541,759
Revenue	\$21,654,078
Capital Expenditure	\$13,162,000
1972 - Revenue	\$24,753,000
Expenditure	\$22,228,000
1973 - Revenue	\$32,744,000
Expenditure	\$27,788,000

3.3.3.2 Edmonton Power

Duties: To provide effective, safe, reliable and economical electricity to Edmonton, as well as related desirable services to the City area and other civic departments.

Organization and Staff: The General Manager reports directly to the Commissioner of Utilities and Engineering.

Permanent Staff in 1971: 591

Budget: 1970 - Expenditures	\$18,614,595
Revenues	\$25,016,855
Capital	\$10,461,577
1971 - Expenditures	\$20,089,000
Revenues	\$28,155,320
Capital	\$10,658,000
1972 - Expenditures	\$22,480,000
Revenues	\$29,001,000
1973 - Expenditures	\$26,047,000
Revenues	\$35,233,000

3.3.3.3 Edmonton Utilities Services

Duties: To deliver centralized services for City Utilities in all matters involving billing, accounts, service requests, meter reading, and customer inquiries and requests for information.

Organization and Staff: The superintendent reports directly to the Commissioner of Utilities and Engineering.

Permanent Staff in 1971: 172

Budget:	1970 - Expenditures	\$1,448,900
	Revenues	Nil
	1971 - Expenditures	\$1,631,000
	Revenues	Nil
	1972 - Expenditures	\$1,938,150
	Revenues	Nil
	1973 - Expenditures	\$2,210,000
	Revenues	Nil

3.3.3.4 Edmonton Water and Sanitation

Duties: The economical and efficient treatment and delivery of clean water to Edmonton, and the collection, treatment and disposal of solid and liquid wastes in the City.

Organization and Staff: The general manager reports directly to the Commissioner of Utilities and Engineering.

Permanent Staff in 1971: 729

Budget:	1970 - Operating Expenditure	\$ 9,487,684*
	Revenue	\$ 9,388,570
	Capital Expenditure	\$13,555,834
	1971 - Operating Expenditure	\$12,900,000*
	Revenue	\$12,926,288 (projected)
	Capital Expenditure	\$16,004,125 (projected)

1972 - Expenditure	\$11,404,352*
Revenue	\$12,962,540
1973 - Expenditure	\$14,000,652*
Revenue	\$14,931,893

*Does not include debenture interest and principal payment for sanitary and storm sewers.

3.3.3.5 Department of Engineering and Transportation

(See Figure 4 Organization Chart for the Engineering and Transportation Department).

Duties: The planning, construction, operation and maintenance of an efficient and effective urban transportation system.

Organization and Staff: The superintendent reports directly to the Commissioner of Utilities and Engineering.

This department is divided into four branches.

a) Transportation Planning.

Operates under the City Transportation Act (1970) which established guidelines for the Second Five Year Plan.

The Transportation Planning Bylaw - adopted by Council in 1971 - represents the reference guide for future planning in Edmonton.

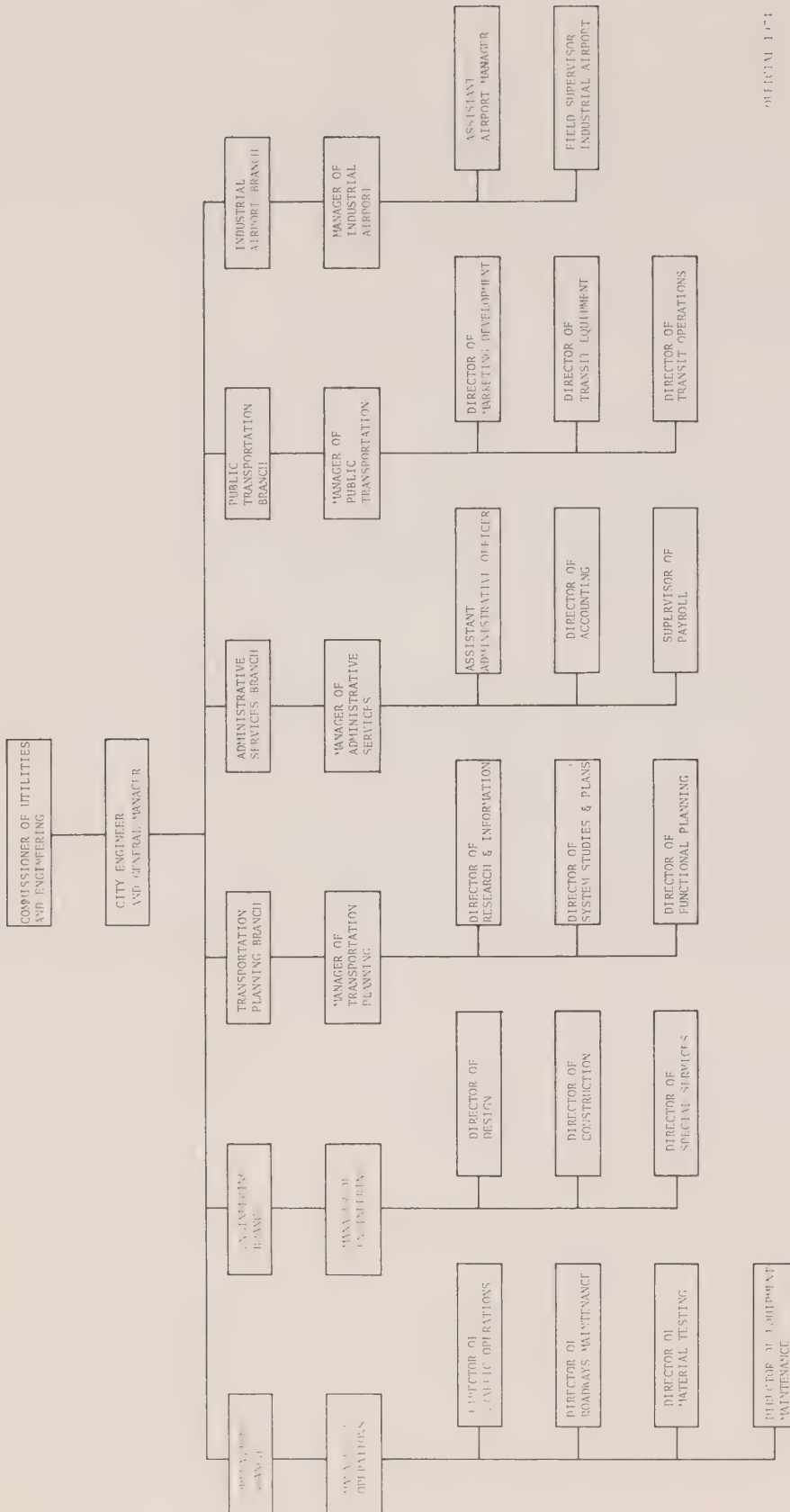
b) Edmonton Transit System

c) Industrial Airport

d) Bridges and Roadways.

Permanent Staff in 1971: 1,401

Budget: 1970 - Operating Expenditures	\$15,294,593
Revenues	\$ 9,927,936
Capital Expenditures	\$17,805,639
1971 - Operating Expenditures	\$16,124,881
Revenues	\$10,253,597
Capital Expenditures	\$20,031,000



OFFICIAL 1-7-71

FIGURE 4 ORGANIZATION CHART FOR THE ENGINEERING AND TRANSPORTATION DEPARTMENT, CITY OF EDMONTON

1972 - Expenditures	\$17,909,081
Revenues	\$ 9,957,300
1973 - Expenditures	\$19,727,000
Revenues	\$11,527,000

3.3.4 Commissioner of Economic Affairs

Duties: The responsibilities of the Commissioner of Economic Affairs have recently been re-organized and some have been assigned to the Commissioner of Public Affairs.

The decision to employ Planning, Programming, Budgeting Systems (P.P.B.S.) has also had an impact on the orientation of this Commissioner's office. Longer-term capital forecasting has resulted in improved departmental planning.

As corporate planning becomes more complex, computerized economic modelling techniques are proposed to provide current measures of changing future requirements.

The following departments fall under the jurisdiction of the Commissioner of Economic Affairs:

- Assessors' Department
- Business Development Department
- Mobile Equipment Services Department
- Finance Department
- Management Services Department
- Budget and Research

3.3.4.1 Assessors' Department

Duties: To raise the funds necessary for basic municipal services and to equitably distribute the costs of these services among the various taxpayers through taxation within prescribed statutes and regulations; to attain public compliance with the licence bylaw and collect prescribed fees.

Organization and Staff: The City Assessor, as senior department member, reports directly to the Commissioner of Economic Affairs.

Permanent Staff in 1971: 78

Budget: 1970 - Expenditures \$ 770,250
 Revenues \$ 473,369 (est.)
 1971 - Expenditures \$ 855,900
 Revenues \$ 483,156 (est.)
 1972 - Expenditures \$1,634,050 (est.)
 Revenues \$ 483,850
 1973 - Expenditures \$1,800,100 (est.)
 Revenues \$1,421,650 (est.)

3.3.4.2 Business Development Department

Duties: To generate added employment and business opportunities for Edmonton by attracting industrial and commercial investment and tourism to the City.

Organization and Staff: The manager reports directly to the Commissioner of Economic Affairs.

Permanent Staff in 1971: 13

Budget: 1970 - Expenditures \$401,721
 Revenues Nil
 1971 - Expenditures \$335,588
 Revenues Nil
 1972 - Expenditures \$416,600
 Revenues Nil
 1973 - Expenditures \$420,300
 Revenues Nil

3.3.4.3 Finance Department

Duties: To describe and measure the financial resources of the City corporate; within that framework, to advise and assist the Civic Administration to optimize the benefits from the expenditure of these resources; to provide the financial controls, reports, advice and

services required by the Legislative and Administrative officials of the City.

Organization and Staff: The superintendent reports directly to the Commissioner of Economic Affairs.

Permanent Staff in 1971: 110
 1972: 124
 1973: 131

Budget: 1970 - Expenditures \$1,063,200
 Revenues Nil
 1971 - Expenditures \$1,184,800
 Revenues Nil
 1972 - Expenditures \$1,293,600
 Revenues Nil
 1973 - Expenditures \$1,500,000 (est.)
 Revenues Nil

3.3.4.4 Management Services Department

Duties: To provide all civic departments and certain Boards and Committees with approved assistance and essential and ancillary services which are centralized for economy and administrative convenience.

Organization and Staff: The superintendent of this department reports directly to the Commissioner of Economic Affairs.

Permanent Staff in 1971: 91
 1972: 110
 1973: 120

Budget: 1970 - Expenditures \$1,058,598
 Revenues \$ 15,250
 1971 - Expenditures \$1,293,834
 Revenues \$ 14,400

1972 - Expenditures	\$1,590,200
Revenues	\$ 17,000
1973 - Expenditures	\$2,564,000 (est.)
Revenues	\$ 19,000 (est.)

3.3.4.5 Mobile Equipment Services Department

Duties: To provide transportation and equipment to aid in the accomplishment of the purposes of civic departments at the lowest cost to the taxpayer.

Organization and Staff: The superintendent reports directly to the Commissioner of Economic Affairs.

Permanent Staff in 1971: 83

Budget: 1970 - Expenditures	\$1,814,250
Revenues	\$1,814,250
1971 - Expenditures	\$2,084,450
Revenues	\$2,084,450
1972 - Expenditures	\$2,777,300
Revenues	\$2,729,950
1973 - Expenditures	\$3,182,950 (est.)
Revenues	\$3,182,950 (est.)

3.3.4.6 Budget and Research Department

Prior to August 1, 1973, most of the functions falling under this Department were performed by the Finance Department.

Duties: The basic function of this Department consists of creating the City's annual budget.

Organization and Staff: The physical structure of the Department was established on January 1, 1974.

a) Economic Research Branch

To effectively contribute to the financial management of the City through the application of economic and statistical techniques, To examine and comment upon, by means of the technique of modeling, long-range and short-range effects of various policies on the City's economy and their probable feedback effect on the City's revenue and expenditure.

b) Financial and Performance Audit

To independently examine and report on the safeguarding of the City's assets.

To independently review and report on operational performance of the City's departments.

c) P.P.B.S. and Control

Planned, Programmed Budgeting was introduced in Edmonton in June, 1973, while the 1974 Budget was the first carried out completely under this system. This Branch carries out the budgetary function for the entire City.

It organizes the compilation of the annual budget estimates for approval by City Council.

It develops the budgets, measures, procedures and reports, to meet the budgetary and financial needs of the City.

d) Analytical Services

This is a small "in-house" consulting establishment with responsibilities limited to the operational scale of both the Department and the City. For technical information, outside assistance would be sought.

e) Administration

Works under the Director to perform the necessary coordinating and staff support functions for the Department.

Staff: 1974: 14

Budget: 1973: \$367,000 (estimate)

1974: \$440,000 (forecast)

3.3.5 The Commissioner of Public Affairs

Duties: To bring under one official, responsibility for all the "public services" provided by the City. The Commissioner must attempt to ensure an urban environment comparable with a high quality life through the Planning Department.

His mandate is defined as follows:

- Meet the leisure and recreation needs of the people through Edmonton Parks and Recreation.
- Provide for the personal and physical needs of individuals through the Edmonton Social Services.
- Provide for the safety and protection of individuals and property through the Fire Department and the Civil Defence Department.
- Ensure a healthy life for the people through the Health Department.

An additional department has recently been added to the Commissioner of Public Affairs' portfolio from the Commissioner of Economic Affairs, that of Real Estate and Housing.

In addition, the Commissioner of Public Affairs acts as administrative liaison between the Commission Board and various independent Boards in the City:

- Edmonton and Rural Auxiliary Hospital Board
- Edmonton Exhibition Association Board
- Royal Alexandra Hospital Board
- Board of Police Commissioners
- The City of Edmonton Police Department
- Provincial Board of Health

- City of Edmonton Local Board of Health
- Edmonton Public Library Board
- Edmonton Public Library

Several of these boards also report to the Government of the Province of Alberta as well.

3.3.5.1 City Planning Department

(See Figure 5 Organization Chart for the Planning Department)

Duties: To provide the plans for the orderly and economic development of the City, and administer all planning legislation, zoning and related bylaws, the building code and other regulations.

Organization and Staff: The superintendent of the Planning Department reports directly to the Commissioner of Public Affairs.

Permanent Staff in 1971: 124

1972: 141

1973: 141

Budget:	1970 - Operating Expenditure	\$1,264,265
	Revenue	\$ 398,349
	Capital Expenditure	Nil
	1971 - Operating Expenditure	\$1,389,700
	Revenue	\$ 496,150
	Capital Expenditure	\$ 88,000
	1972 - Operating Expenditure	\$1,658,500
	Revenue	\$ 606,500
	Capital Expenditure	Nil
	1973 - Operating Expenditure	\$1,858,000 (est.)
	Revenue	\$ 615,300 (est.)
	Capital Expenditure	Nil

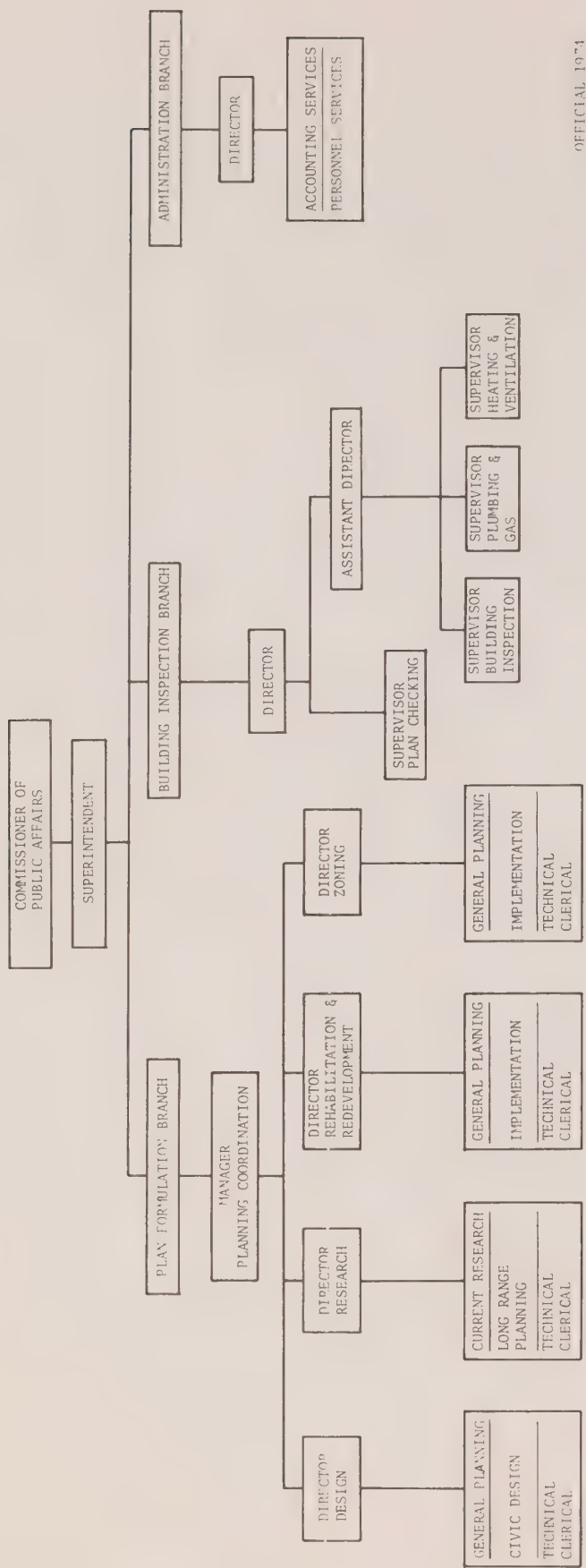


FIGURE 5 ORGANIZATION CHART FOR THE PLANNING DEPARTMENT, CITY OF EDMONTON

3.3.5.2 Edmonton Social Services

Duties: To provide service to assist individuals and families to function effectively and realize maximum personal growth. To devise and deliver preventative services to assist individuals and families to solve problems that are manageable, and that, left unsolved, could lead to further problems requiring assistance.

Organization and Staff: The superintendent reports directly to the Commissioner of Public Affairs.

Permanent Staff in 1971: 151
 1972: 157
 1973: 163

Budget:	1970 - Expenditures	\$4,694,000
	Revenues	\$3,704,000
	1971 - Expenditures	\$5,873,000
	Revenues	\$4,541,000
	1972 - Expenditures	\$5,250,000
	Revenues	\$4,050,000
	1973 - Expenditures	\$5,850,000
	Revenues	\$4,473,000

3.3.5.3 Fire Department

Duties: To provide the maximum level of fire and emergency services for the protection of lives and property.

Organization and Staff: The Fire Chief reports directly to the Commissioner of Public Affairs.

Permanent Staff in 1971: 681

Budget:	1970 - Operating Expenditures	\$7,860,640
	Revenues	\$ 2,924
	1971 - Operating Expenditures	\$8,184,102
	Revenues	\$ 4,903

1972 - Operating Expenditures	\$9,733,400
Revenues	\$ 12,000
1973 - Operating Expenditures	\$9,800,000
Revenues	\$ 13,000

3.3.5.4 Civil Defence Department (Emergency Measures)

Duties: To prepare and test plans for minimizing death and suffering in the event of large-scale wartime or peacetime emergencies, and train appropriate personnel to carry out these plans.

Organization and Staff: The superintendent reports directly to the Commissioner of Public Affairs.

Permanent Staff in 1971: 2

Budget: 1970 - Expenditures	\$33,700
Revenues	\$24,000
1971 - Expenditures	\$31,750
Revenues	\$23,400
1972 - Expenditures	\$32,659
Revenues	\$24,000
1973 - Expenditures	\$35,040
Revenues	\$21,000

3.3.5.5 Edmonton Parks and Recreation

Duties: To make available opportunities for the development of the physical and mental well-being of Edmontonians during their leisure time through the provision of leadership, programmers, and facilities, and to improve the function and appearance of the urban environment.

Organization and Staff: This department was reorganized in 1973 in order to decentralize most of the decision making processes affecting the delivery of services to the residents of the City.

Five relatively autonomous recreation districts were established - with resident populations varying between 65,000 to 100,000 - with reference to the identifiable patterns of people's work and play.

The field staff is reinforced by a Central Programme Resources Branch and two new Branches:

- 1) Historical and Science Programme, and
- 2) Community Affairs Branch to represent all Edmonton Parks and Recreation with all levels of Government and private agencies.

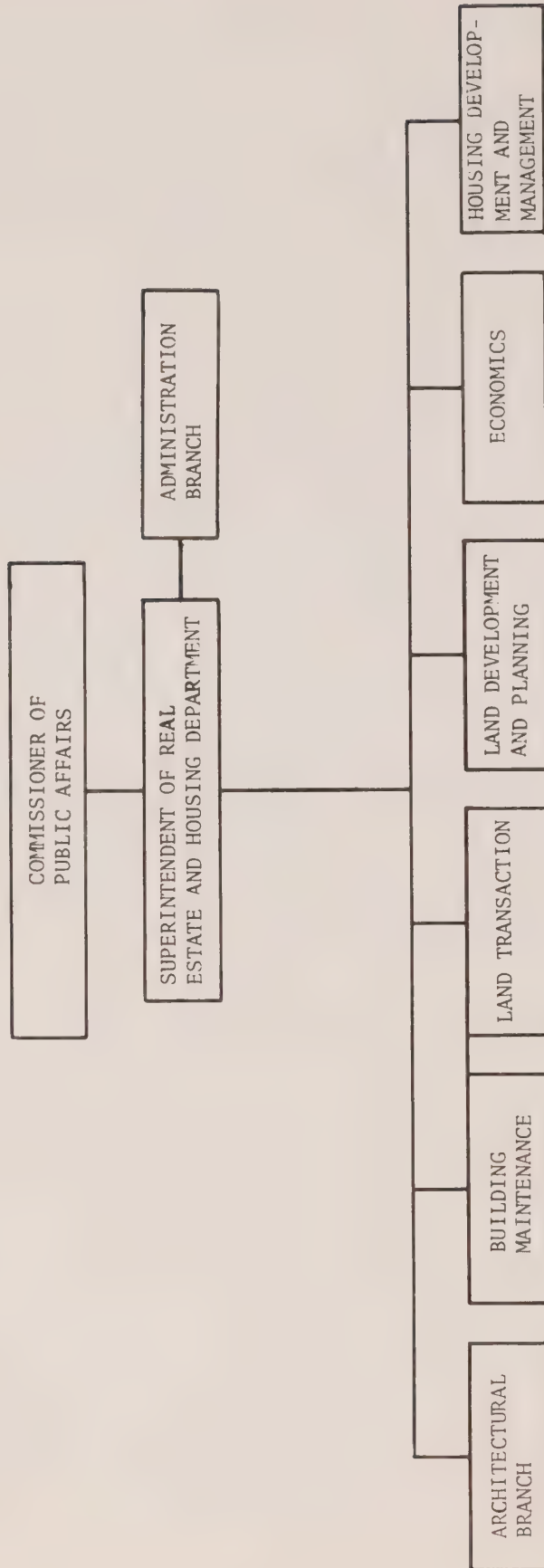
Permanent Staff in 1971: 340

Budget: 1970 - Operating Expenditures	\$6,501,000
Revenues	\$1,533,000
Capital Expenditures	\$3,601,637
1971 - Operating Expenditures	\$7,010,000
Revenues	\$1,600,000
Capital Expenditures	\$2,868,133
1972 - Operating Expenditures	\$7,840,400
Revenues	\$1,644,000
Capital Expenditures	\$5,040,749
1973 - Operating Expenditures	\$8,477,000
Revenues	\$1,670,000
Capital Expenditures	\$3,629,806

3.3.5.6 Real Estate and Housing Department

(See Figure 6 Organization Chart for the Real Estate and Housing Department).

Duties: This is a new Department - since February, 1974 - combining the functions of several older departments (Property and Building Management and The Mills Woods Project). In essence it is an attempt to place the city in "the business" of property management,



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FIGURE 6 ORGANIZATION CHART FOR THE REAL ESTATE AND HOUSING DEPARTMENT
CITY OF EDMONTON

capable of operating as an informed and articulate land developer and real estate operator with all the attributes of a privately run organization.

Organization and Staff: The department is divided into six branches with an administrative backup and support division:

- (i) Architecture
- (ii) Building Maintenance
- (iii) Land Transactions
- (iv) Land Development and Planning
- (v) Economics Branch
- (vi) Housing Development and Management

Permanent Staff: 1974 - 233

Budget: 1974 - Operating Expenditures \$ 4,204,000

Revenues \$ 1,288,000

*Capital Expenditures \$35,488,000

*includes Mills Woods land development

3.3.5.7 Realty Development Office

Duties: To facilitate the residential development program for the City through the coordination of City functions with private developers in:

- resolving problems associated with Outline Plans;
- negotiating and implementing development and service agreements;
- coordinating Civic Departments and agencies activities in providing services to developing areas.

To establish an ongoing finance and land inventory (dedication) accounting system for each Outline Plan area and/or Development Area and every subdivision within the Outline Plan Areas.

To provide input, on an ad hoc basis, into the City's Budgeting and Finance Committee to assist in the formulation of short and long term development and budgets.

To ensure proper flow of information between developers and the City administration; to ensure that City policies affecting development and planning are known to developers.

Organization and Staff: this office was established in 1972. It is headed by a Development Director who is assisted by a professional staff of 5, and a Secretary and an Office Assistant.

Budget: 1973 - Operating Expenditures \$1.61,000

Revenues

Nil

4 Special authorities

The City Council has established Boards, Commissions and Advisory Committees. A brief presentation of the most important authorities (in terms of budget and activity) is provided, while other authorities are only cited and classified under their respective type of activity. (See Figure 3 for the City of Edmonton organization chart).

4.1 Separate and Public School Boards

Duties: Under the provision of The Education Act, two separate School Boards have been established. Each forms a separate self-governing body, completely independent of City Council and subject only to partial control by the Provincial Government. Each School Board shall provide education, erect and maintain buildings and equipment for educational purposes.

Functions: One School Board has been created for the schooling of children whose parents declare themselves Roman Catholic or Ukrainian Catholic (Separate School System), and the other for the schooling of all other children (Public School System).

The only relationship between these two self-governments and the City Council is that the Municipal Government is obliged to impose taxes needed by the School Boards and to collect these taxes, together with those for the Municipality.

The schools are administered by the two School Boards, namely the Edmonton Public School Board and the Edmonton Separate School Board. Members of both Boards are elected at the same time as the City Council, and by the same electors. Catholics vote for Separate School Board members and others for Public School Board members. All schools, Separate or Public, are administered by the respective Board.

4.2 Advisory Committees of City Council

Council may create advisory committees to examine those particular areas of concern which either lie beyond the competence of council members, or require special expertise, or make too heavy a demand on the council members' time. While council will always appoint some aldermen to an advisory committee, a larger number of members will be appointed from outside Council.

An advisory committee will be chaired by a person elected from the membership by members of the Committee and will report directly to Council when necessary.

The advisory committee has been traditionally a popular institution in Edmonton for examining many urban problems and tendering advice to Council which bears the imprint of popular involvement.

4.2.1 District Names Advisory Committee (Established by Council in 1956)

Members: One alderman of the City. A member of the Edmonton Public School Board. A member of the Edmonton Separate School Board. The Chairman of the Archives and Landmarks Committee. The City Planner or his designated alternative representative. The permanent secretary of the Committee is a member of the City Planning Department, known as the Street Addressing Coordinator.

Powers and duties: The Committee is to suggest to Council the most appropriate names to be given to:

- parks, playgrounds and other public areas,
- new subdivisions and revisions of existing subdivisions and neighbourhood unit areas,
- public buildings,
- public structures, such as bridges,
- scenic driveways or other highways,
- public places generally.

4.3 Other civic bodies and boards

4.2.1 Nomenclature

There are a considerable number of other Civic Bodies : Committees, Boards and Commissions appointed by resolution of City Council as a result of bylaw enactment. Those bodies which play a role in land use planning - either through the instigation of policy proposals or as part of an appeal process - and transportation policy, will be discussed in Part II of this study.

- (i) Architectural Panel
- (ii) Board of Examiners and Appeals
- (iii) City of Edmonton Boxing and Wrestling Committee
- (iv) Development Appeal Board (See Part II, Sec. 1.2.2)
- (v) Edmonton Charitable Appeals Committee
- (vi) Edmonton Court of Revision
- (vii) Edmonton Exhibition Association
- (viii) Edmonton Historical Board
- (ix) Edmonton Municipal Planning Commission (See Part II Sec.1.2.1)
- (x) Edmonton Parks and Recreation Advisory Board
- (xi) Fire Bylaw Board of Appeals
- (xii) Gas Approval Board
- (xiii) Master Plumbers, Steamfitters or Gasfitters Examining Board

- (xiv) Memorial Hall Trustees
- (xv) Permanent Revisions Committee
- (xvi) Service Station Board
- (xvii) Sinking Fund Trustees of the City of Edmonton
- (xviii) Social Service Advisory Committee
- (xix) Taxicab Board
- (xx) Zoo Advisory Board

4.3.2 Other appointments by City Council

The City Council is required from time to time to appoint Council members and members of the Administrative Staff to represent the City on various Boards, Commissions and Committees which are set by Provincial Legislation and other outside authorities.

Listed below are some of the present bodies to which Council has appointed representatives:

- (i) Alberta and Northwest Chamber of Mines
- (ii) Edmonton Regional Planning Commission (See Part II, Sec. 2)
- (iii) Edmonton and Rural Auxiliary Hospital District #24
- (iv) Greater Edmonton Foundation
- (v) Royal Glenora Club Directors
- (vi) Police Commission Board
- (vii) Royal Alexandra Hospital
- (viii) Edmonton Exhibition Association
- (ix) Chamber of Commerce.

II Political and administrative structures and urban development

The purpose of this second part of the Edmonton area study is to review municipal bodies which intervene in the urban development process, specifically through land use planning and transportation policies. In order to present a more complete picture, we will include in this review provincial and federal departments and agencies which influence or have a direct impact on land use or transportation in the metropolitan area of Edmonton.

A Urban land use planning

1 Municipal

As indicated in the General Introduction, the City of Edmonton enjoys almost complete autonomy and independence in all matters relating to land use, with the qualification that the City does fall under the jurisdiction of the Regional Plan, which is created by the Edmonton Regional Planning Commission. In the case of Edmonton the Preliminary Regional Plan is of such a general nature that it cannot be considered as an important impediment to the City when deciding on questions of land use.

Under The Planning Act*, Secs. 94-99, the City has prepared a general plan outlining "the manner in which the future development or redevelopment of the Municipality may best be organized and carried out, having regard to considerations of orderliness, economy and convenience". In the broad general sense this plan must conform to the specifications of land use as outlined in the Regional Plan. The nature, creation and implementation of the General Plan will be discussed in the Appendix. (See Appendix I.)

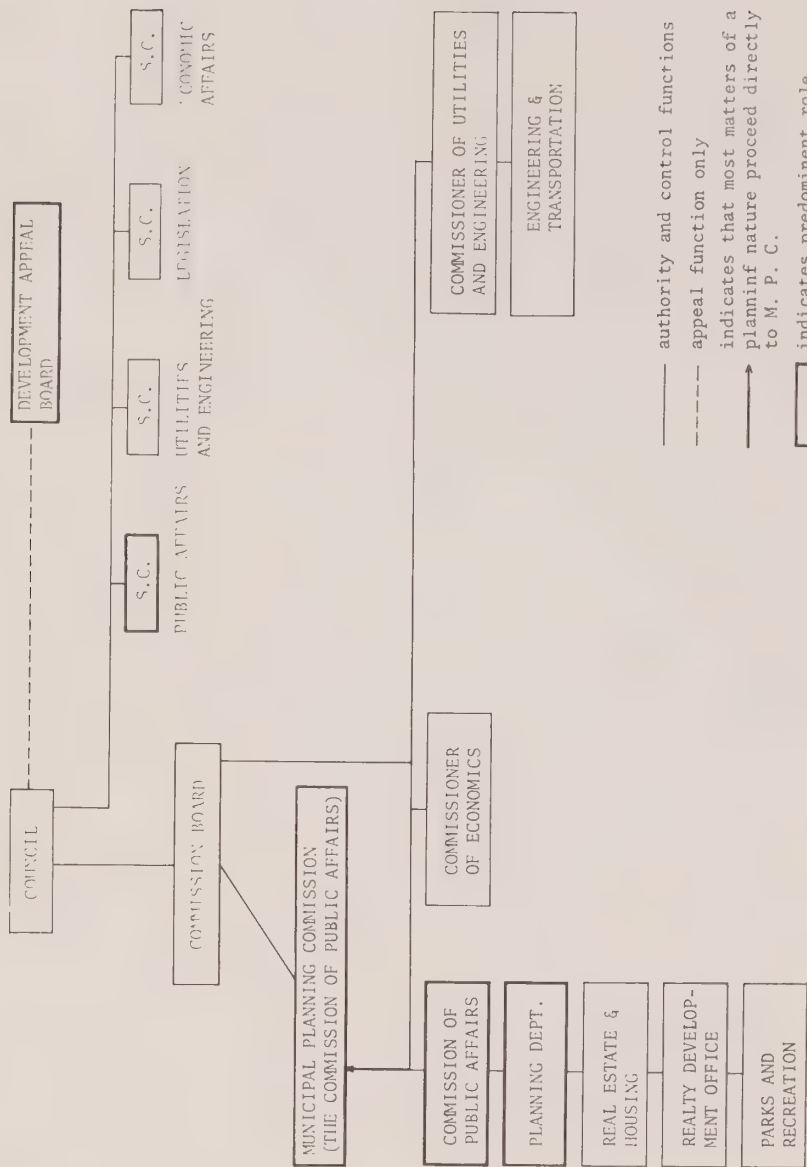
Land use planning within the City of Edmonton is influenced by three distinct tiers of institutions which may be broadly categorized as political, administrative and regulatory or appellant. The following chart illustrates the general organizational structure incorporating all of these categories but including only those units of the administrative, political and appellant spheres which are involved in land use planning at the municipal level. (See Figure 7 Land Use Process.)

* A new Planning Act is going to be adopted and a proposed version is now being circulated to the municipalities for comments ... (1974-).

1.1 Existing structures in the City of Edmonton

1.1.1 The City Council and the Standing Committees

The City Council exercises final authority and approval over all matters relating to land use within the jurisdiction of the City.



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FIGURE 7 LAND USE PROCESS FOR THE CITY OF EDMONTON

This includes such major items as the General Plan (See Appendix 1), the Development Scheme (See Appendix 1), the Zoning Bylaw (See Appendix 1) and the General Plan Bylaw (See Appendix 1).

On most matters a detailed examination will be provided by the Committee on Public Affairs which reviews most of the proposals affecting land use planning arising out of the city departmental recommendations, although - to a lesser degree - the Committee on Utilities and Engineering and the Legislative Committee would also have input on some aspects of this general subject.

(For structured details on the Standing Committees refer to Part I Sec. 2.4). Council retains however the final voice in all City policy relating to land use planning and represents the authority to which all administrative proposals must be submitted for final approval.

1.1.2 Planning Department

(See Figure 5 Organization Chart for Edmonton's Planning Department).

The general duties, staff and budget are presented in Part I, Sec. 3.3.5.1.

Functions: The major function of the Planning Department is to act as the primary planning agency of the Civic Administration, encompassing physical, economic and social issues related to the needs of the citizens. It is responsible for the organization and implementation of the Municipal planning programme in accordance with legislation and policies established by City Council and other governmental authorities.

In 1971 Council approved the General Plan - a five year comprehensive plan - outlining in general terms the future development of the City. This project was primarily the work of the Planning Department, (see Appendix 1 for a more detailed outline of the General Plan), and is in accordance with Sections 94-99 of The Planning Act.

The various related aspects of the General Plan:

the General Plan Bylaw
the Zoning Bylaw
Land Subdivision Control,
Development Schemes, and
Outline Plans,

are the products of the Planning Department.

Organization: The Planning Department was re-organized in 1970 and is now divided into six branches:

(i) The Administration Branch:

Is responsible for the overall management of the Department. Performs tasks such as orienting new personnel, ordering supplies, maintaining payrolls.

(ii) The Urban Design Branch:

Performs three major functions:

- a) Prepares outline plans for large areas of the City where expansion is anticipated (e.g., West Jasper Place, Castle Downs, or South-East Industrial area) to ensure the orderly development of residential, commercial or industrial areas.
- b) Prepares detailed replot and subdivision plans when the standard subdivision plan of a developer is not acceptable.
- c) Acts as an urban design advisory service to private developers and architects concerning major proposals within the City, to ensure that the highest possible standards of development are attained.

(iii) The Rehabilitation and Redevelopment Branch (formerly the Urban Renewal Branch):

Assumes major responsibility in Planning the Downtown Area by preparing conceptual plans for circulation systems, for beautification, and for re-development of the Central Area.

This Branch also deals with rehabilitation programmes in older neighbourhoods as exhibited by the Canora Project. The Rehabilitation and Redevelopment Branch prepares proposals under the Neighbourhood Improvement Program.

(iv) The Building Inspection Branch:

Ensures that all building plans and stages of construction comply with the Alberta Uniform Building Code and any associated City bylaws. This includes inspection of plumbing, sewer, heating and ventilation facilities. This branch is also responsible for the issuing of building permits.

(v) Research and Long Range Planning Branch:

Primarily involved in the preparation of comprehensive research reports which examine various facets of current urban development in Edmonton.

Long-range planning is carried out as a responsibility through studies which evaluate alternative growth patterns by analysing various demographic, social, economic and policy data. The Branch is further responsible for maintaining and updating statistics related to urban growth and development. Included in this function is a computerized data file known as the Population Land Use System which contains information for each individual building and land parcel within the City.

(vi) The Zoning Branch:

This branch has two major functions:

a) Administrative, which includes the mechanical checking of development proposals to ensure compliance with the regulations set out in the Zoning Bylaw and Land Use Classification Guide, as well as the issuing of zoning certificates, development permits and investigating complaints and conditional development proposals.

b) Technical, which includes processing amendments to the Zoning Bylaw and Land Use Classification Guide, as well as the preparation of reports and briefs for presentation to the Municipal Planning Commission and City Council with respect to special land uses, comprehensive developments and provisional approvals.

The Planning Department works to achieve its goals through representation and co-ordination with related planning bodies and authorities at different government levels:

- The Municipal Planning Commission, Sec. 1.2.1
- The Development Appeal Board, Sec. 1.2.2
- The Edmonton Regional Planning Commission, Sec. 2
- The Provincial Planning Board, Sec. 3.2.8

1.1.3 Real Estate and Housing Department

(See Figure 6 Organization Chart Real Estate and Housing Department). The recent reorganization of this Department - February, 1974 - has been described in Part I, Sec. 3.3.5.6

Functions: The six branches of this department are not all involved in aspects of land use planning, and only those relevant to this area of enquiry will be described in detail. Basically the department has undertaken to provide the City with professional service and advise in matters of real estate, land development and planning, and housing development. These functions are in addition to those previously assigned to the former Department of Property and Building Management.

(i) Architecture. This branch plays a supervisory role both in approving projects built by the City - an "in house" function - as well as establishing standards of architecture for major building developments within the City. It provides centralized architectural services for all civic departments aimed at creating an efficient and pleasing environment within the means available.

(ii) Building Maintenance. Basically an "in house" function of maintaining and repairing city owned properties.

(iii) Land Transactions. This branch is responsible for the purchase and sale of all city properties.

(iv) Land Development and Planning. The major aspect of this Branch, at this time, is The Mill Woods Project which was established in 1971 with the purpose of developing a continuous and adequate supply of land for housing in southeast Edmonton in order to reverse spiralling land and other housing costs and to provide progressive servicing of lots in order to offer public and private housing of good quality at minimum cost.

In 1971, the Project placed 232 lots on the market and received 1,041 applications: a draw system was created to equalize opportunity to purchase those lots. Much of the engineering and utility work was completed in order to provide the first neighbourhood with its local services. 1,870 lots had been placed on the market by June, 1974. The Mill Woods Project is to have a development life span of approximately twenty years.

This Branch has, in addition to the Mill Woods Project, responsibility for acquiring the necessary land for residential, commercial and industrial developments. This is basically a real estate function and the Branch must prepare a complete prospectus as to what the land is to be used for, which would then be passed on to the Land Transaction Branch whose function would be to dispose of the land in a manner which honoured the specifications drawn up in the prospectus. The Land Development and Planning Branch also has the function of preparing the subdivision work necessary to put the land on the market.

(v) Economics Branch. While this branch has yet to be fully established (March, 1974) it is expected to be one of the most important within this Department. It will be responsible for the development of the financial aspects of land strategy and will provide the economic expertise in the land development area to assure that the right action is taken at the right time, as well as to provide the City with the best possible use of city land.

(vi) Housing Development and Management. This Branch combines the functions of rental and management of city properties. The Branch expects to develop expertise in those highly specialized skills necessary in public housing and property management, e.g. the leasing of properties, rental and development of public housing program through subsidized housing.

This Branch will carry out all of the City's obligations with regard to the provision of subsidized properties for low income housing.

(vii) Administrative Branch. This is a support function which will also provide liaison between branches.

1.1.4 Realty Development Office

(See Part I, Section 3.3.5.7, for general structures).

The Realty Development Office plays a very major role in the development process in Edmonton. It is this office which negotiates Development Agreements and Servicing Agreements with the owners of raw land. These agreements ensure the supply of lands for public purposes, both through dedication and through negotiated purchase. The Office, therefore, must be aware of all public land requirements, servicing scheduling and costs and various related matters. Its function is very important in getting serviced land onto the market.

1.1.5 Parks and Recreation

(For the general structures see Part I, Sec. 3.3.5.5).

Functions: The 16 Area Recreation Directors have been assigned to specific areas of the City, working closely with schools, churches and other social and recreational agencies in discovering leisure needs and providing relevant programmes and services to meet these needs.

Detailed plans for the development of Rundle Park submitted in January 1969, recommended that the site be developed as a park providing a wide range of family activities including an 18 hole par three golf course, a district sport centre, a family recreation area containing creative play areas, as well as a teen centre, a theatre and skating ponds. Rundle Park will now become part of the Capitol City Park, a provincial park extending along the North Saskatchewan River Valley from the northeast boundary to the centre of the City. The City's plans will be used to develop the Rundle Park portion to be completed by 1976.

A Master Plan for Recreation was presented to, and approved by, Council in September 1971. It established a programme of projected services and facilities up to 1980.

In March, 1974, a Master Plan for Terwillegar Park recommended that this site also be developed as a park providing a wide range of family activities including a trail system, picnic areas, a nature centre, a lake, winter sports area and special handicap trails.

1.1.6 Engineering and Transportation

(See Figure 4, Organization Chart of Engineering and Transportation).

For Duties, operations, staff and budget, see Part I, Sec. 3.3.3.5.

Functions: This department is responsible for the planning, construction, operation and maintenance of an efficient and effective urban transportation system and consequently it has an impact on land use, although this remains a secondary feature of its basic function. It will be discussed in detail under the transportation section.

The Planning Branch of this Department is brought into a close working relationship with the City's Planning Department, in particular the Ring Road proposal utilized the facilities and talents of both departments.

1.2 The Appeal Process

An application for the enactment, amendment, alteration, repeal or replacement of any of the bylaws dealing with subdivisions or zoning and related bylaws, the building code and other regulations will be addressed to the Municipal Planning Commission.

1.2.1 The Municipal Planning Commission

Bylaw No. 4036, passed April 10, 1973, by Edmonton City Council established the Municipal Planning Commission.

Powers and Duties: It acts as a regulatory body concerned with achieving orderly economic development within the City. Its primary functions are that of a subdivision approving authority and adviser to City Council on amendments to the Zoning Bylaw and Land Use Classification Guide. The Commission also functions as an adviser to the Edmonton Regional Planning Commission on proposed subdivisions adjacent to the City boundaries.

Composition: The Commission consists of the

- a) Chief Commissioner, or in his absence, the Commissioner of Economic Affairs, or the Commissioner of Utilities and Engineering;
- b) Commissioner of Public Affairs, who shall be Chairman;
- c) Superintendent of the Planning Department, or in his absence, the Director of Planning Co-ordination;
- d) City Engineer;
- e) Superintendent of the Parks and Recreation Department;
- f) City Solicitor or the Assistant City Solicitor.

Meetings and Business: The general meetings of the Commission shall be held at the times and places agreed by the Commission.

If the Commission wishes to consult or obtain information from an officer or employee of the City who is not a member, it may request such an officer or employee to attend either a meeting then being held, or such subsequent meeting as the Commission may designate.

The meetings of the Commission are normally held in public providing that matters are referred to the Commission by City Hall.

On the advice of the Commission Board or a Department Head, private meetings of the Commission will be held.

Should a subdivision application be refused by the Municipal Planning Commission, an application may be appealed to:

- a) the Provincial Planning Board (See Section 3.2.8)
and
- b) the Supreme Court of Alberta, on questions of law and jurisdiction.

The Municipal Planning Commission makes recommendations to City Council on applications to amend the Zoning Bylaw.

After the amendment is proposed, public hearings are held to discuss it and if Council agrees with the amendment, it passes a bylaw after three readings containing the amendment.

In order for the Bylaw passed by Council to become legal it must be filed with the Provincial Planning Board.

Any appeals permitted under the Zoning Bylaw - basically those dealing with Land Use Classification - are made to the Development Appeal Board, from which a further appeal - on matters of law or jurisdiction only - can be made to the Supreme Court of Alberta.

1.2.2 Development Appeal Board

Members: The Board consists of seven members appointed by resolution of Council, all of whom shall at all times be taxpayers of the City of Edmonton, but none of whom shall be officials or servants of the Council or members of the Municipal Planning Commission (see 1.2.1), at least one of whom shall be a member of Council, and a majority of whom shall consist of persons other than members of the Council.

Meetings: The Board shall meet at least once in each calendar month and at such other times as the Board or Chairman may consider necessary.

Powers and Duties: The Development Appeal Board shall hear an appeal made by a person,

- 1) who claims that the strict enforcement, or other requirements, of a bylaw would cause him special and unnecessary hardship because

of circumstances peculiar to the uses, character, or situation of his land or buildings;

- 2) who is not satisfied with a decision resulting from the exercise of discretionary powers by Council, the Municipal Planning Commission, or an authorized official of the Municipality;
- 3) who proposes a specific use of land, or a building that is not expressly provided for by the zoning bylaw, but is similar in character and purpose to other uses of land and buildings permitted by the bylaw in the zone in which such is proposed;
- 4) when the bylaw in question provides for an appeal.

Any member of the Board having a direct or indirect pecuniary interest in any matter before the Board shall declare such interest to the Board, and abstain from voting on such a matter, all of which shall be recorded in the minutes of the Board. The Board shall appoint its own Chairman and Vice-Chairman, and the City Chief Commissioner shall designate a Secretary who shall not be a member of the Board.

For appeals under the Zoning Bylaw, the initial decision is made at the level of the Planning Department. If an application is refused at this stage it may be appealed to the Development Appeal Board. The decision of the Development Appeal Board may be appealed to the Supreme Court of Alberta on matters pertaining to law or jurisdiction.

2 Regional

Reference has already been made to the Edmonton Regional Planning Commission (See General Introduction); it is now essential that, for the purposes of examining the land use planning aspects of this study completely, a more precise account of the E.R.P.C. be provided.

2.1 General information

2.1.1 The Edmonton Regional Planning Commission - History

The Edmonton Regional Planning District - originally the Edmonton District Planning Commission - was established in 1950. It was a direct response to the problem of controlling urban expansion which had resulted from the resumption of urban growth in the Edmonton area during the early post-war years.

The City was empowered to join with the fringe municipalities for the purpose of preparing an overall master plan and so ensuring that all new development should be subject to uniform control.

The early years of the District Planning Commission were not particularly successful, largely because it acted only in an advisory capacity until 1957. The Alberta reaction was to legislate new powers for the Commissions (seven existed in the Province) and refine the relationship between them and the City Administration in a two-tier planning structure. This took the form of major amendments to The Town and Rural Planning Act which gave the Regional Planning Commissions authority to formulate and implement a district plan.

2.1.2 Population

For 1973, the population of the area included within the boundary of the Edmonton Regional Planning Commission was 575,000 of which 80 per cent lived in Edmonton proper.

By 1981, this area is expected to have a population of 776,500. Population projections beyond 1981 suggest that the Metropolitan Area will reach a population of one million by the year 2000.

The most variable segment of the population forecast, the rate of net migration, is expected to range from 6,000 to 10,000 per year. However, net migration levels have fluctuated substantially from year to year. Given Edmonton's proximity to a vast region of undeveloped mineral wealth, a growth rate could be experienced far beyond the level presently anticipated.

2.1.3 Area

At present, the Edmonton Regional Planning Commission covers 5,000 square miles, extending some 60 miles to the west, 24 miles to the east, 30 miles to the south, and 36 miles to the north of Edmonton. (See Figure 8 Edmonton Regional Planning Commission).

2.1.4 Provincial Act relating to the Commission

Originally the Edmonton District Planning Commission was established by The Town and Rural Planning Act. The Commission's terms of reference are now found in the Planning Act, Sections 8 to 14.

2.1.5 Relationship with Edmonton

The Edmonton Planning Commission embraces a very large area around, and including, the City of Edmonton, and is completely responsible for regional planning within these areas, including those outside the City boundary.

It is also responsible for establishing the policy goals and guidelines for the development of the entire region, thus setting a framework within which the City Planning Department fleshes out the details for the City area.

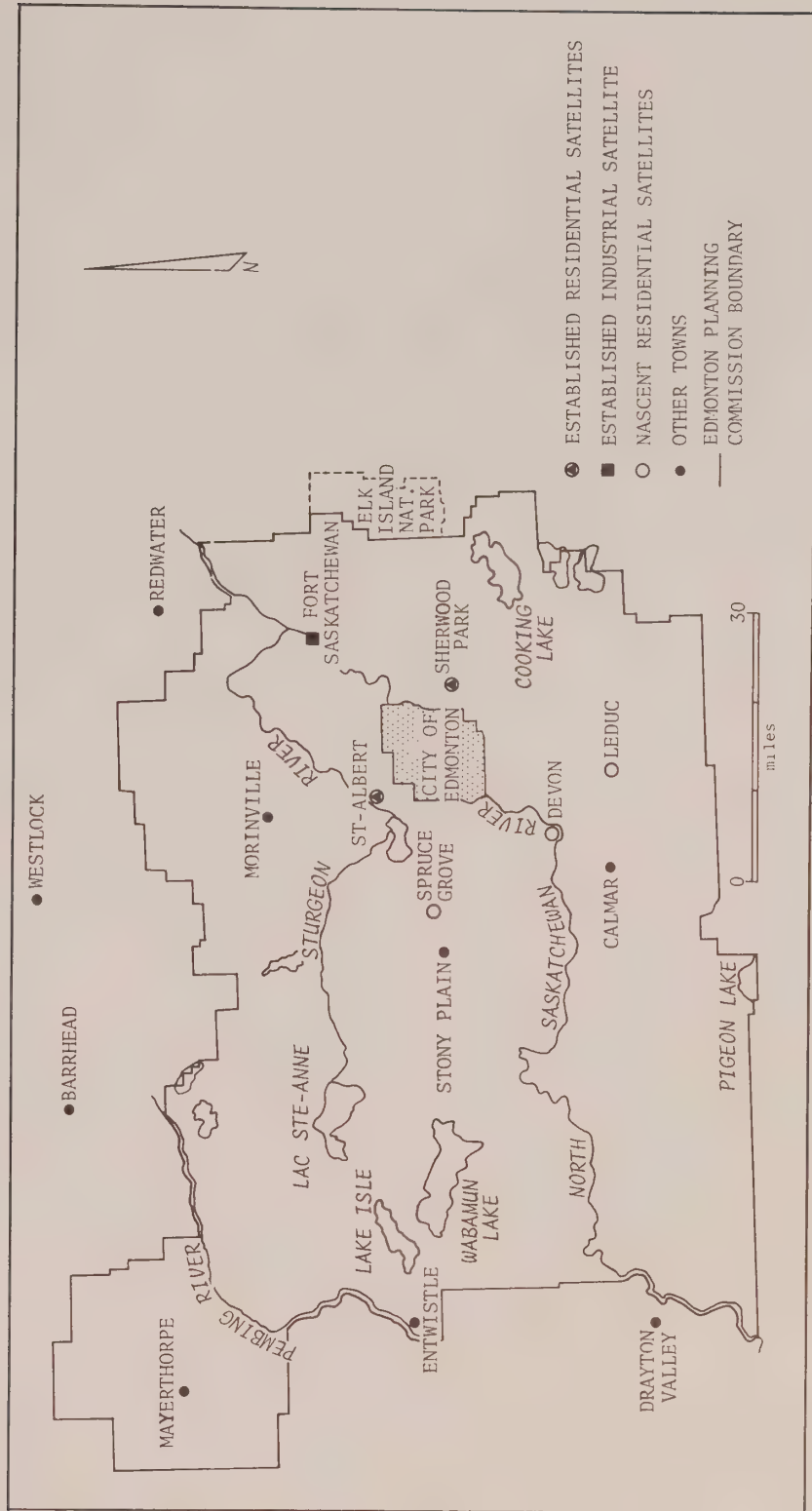


FIGURE 8 MAP OF THE EDMONTON REGIONAL PLANNING COMMISSION

This organization has not always worked smoothly, but it has helped to produce one of the chief successes of planning in Alberta, the containment of Edmonton (Calgary can also be included here), and the virtual elimination of urban sprawl.

Both Edmonton and Calgary have had their extensions constrained at times by the existence of independent towns and urbanized rural municipalities.

In Edmonton, however (see section on Calgary for difference between these two cities), the Regional Planning Commission has remained directly involved with urban planning.

The City of Edmonton has not been allowed to extend as comprehensively as the City of Calgary. All the contiguous residential areas have been annexed, but Edmonton has not been allowed to take in some very large scale industries on its eastern margin. These yield so large a tax return to their county that several attempts at annexation have been rejected and the counties in question have so far been successful in defending their boundaries. As indicated in the General Introduction, a proposal for the rationalization of Municipal boundaries in this area by the City of Edmonton is presently pending before the Provincial Cabinet.

Edmonton is the only metropolitan area in the prairie region where a deliberate policy of satellite town development has been followed.

The notion first surfaced about 1950, and was a clear reflection of the British experience of the planners who were active in the Edmonton area at that time, notably Noel Dant, the City's first professional planner, who took up his appointment in 1950. With Dant, the idea of the neighbourhood unit became known in the west, and it soon became established as the development model in Edmonton and Calgary.

The established policy became that a number of small towns in the vicinity of Edmonton should be allowed to grow, and so relieve the physical expansion of Edmonton City proper. Tied in with this was the notion of partial green belts to prevent the closest satellites (St. Albert and Sherwood Park) from being overrun.

The Commission had no power to direct development to the satellite towns, so its main concern has been to create a permissive environment through its master plans and its development approval procedures.

The principal investment interest has been in commuter housing, particularly as serviced land has fallen into short supply in the City and land prices have risen sharply. For the most part, the satellite towns are dormitories for Edmonton. Only one, Fort Saskatchewan, has a substantial industrial base, although changes are now taking place in what were formerly the dormitory towns of Leduc and Spruce Grove.

2.2 Political structures

(See Figure 9 Political Organization Chart for the E.R.P.C.).

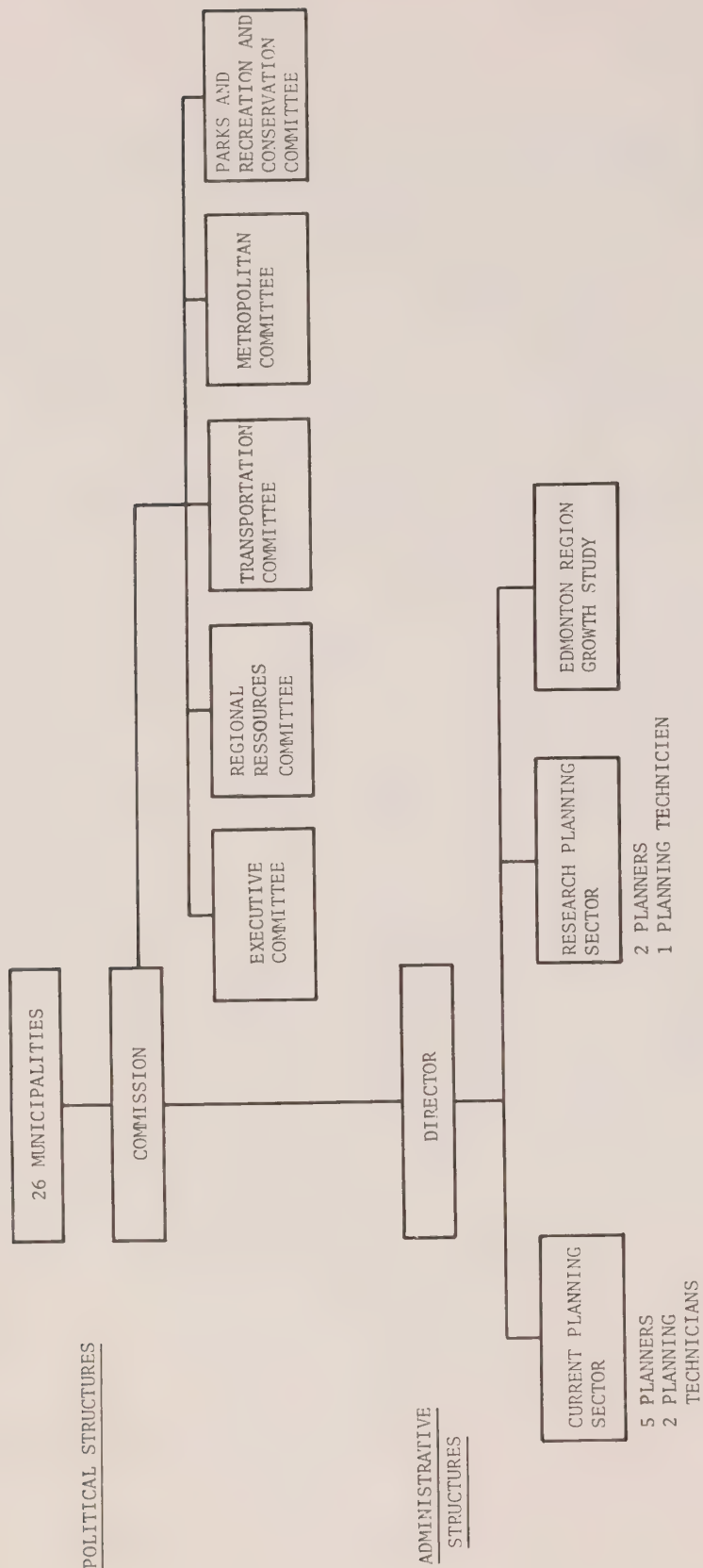
2.2.1 General form

The Commission consists of representatives of member municipalities 26 - one representative from each except Edmonton which is allotted 3 - and four Provincial Government Departments: Agriculture, Education, Transport and Highways, and Environment.

At the committee or technical level, representatives of other provincial departments and local government are invited to participate. The Commission maintains its own staff and operates as outlined in the relevant sections, 8 to 15, of the Planning Act.

2.2.2 Membership and appointments

The Planning Act, section 9, states that each municipality situated in a regional planning area may be represented by one member of the Municipal Council to be appointed by the Council who may attend the organizational meeting and the annual general meeting of the Regional Planning Commission.



NON-OFFICIAL 1974

FIGURE 9 ORGANIZATION CHART FOR THE EDMONTON REGIONAL PLANNING COMMISSION

In Edmonton the Municipal Councils make appointments on a yearly basis.

Representation on the Edmonton Regional Planning Commission is broken down into the following categories:

- 5 Representatives from rural municipalities
- 12 Representatives from towns
- 12 representatives from villages
- 3 Representatives from the City of Edmonton
- 4 Representatives from Provincial Government Departments of Agriculture, Education, Environment and Highways.

The Chairman of the Commission is elected each year from the general membership.

Normal complement of members attending meetings is 22, with usually only those towns within a reasonable distance from Edmonton attending regularly. Others appear when there are issues on the agenda with which they are involved.

The Commission meets monthly.

(See Tables 8 and 9 for membership of E.R.P.C.)

2.2.3 Committees

Most of the deliberations of the Planning Commission are carried out at the Committee level. There are five standing Committees designed for this purpose.

2.2.3.1. Metropolitan Committee

Members: Consists of representatives of municipalities involved in the Preliminary Regional Plan, Metropolitan Part area, plus 11 members of the Provincial Government who represent a particular interest in Metropolitan problems - i.e., schools and highways.

(See Table 10 for membership.)

Table 8 Edmonton Regional Planning Commission: Composition (1973)

Representing	Members
Provincial Government:	P. D. McCalla D. D. Kuchinski J. Blocksidge W. Harris
City of Edmonton:	K.G. Newman L. O. Olsen U. Evans
Towns:	W. Alexander F. Lukay H. D. Powell L. Hedberg A. Stapleton E. G. Miller G. Lee R. Mayhew
Municipal Districts & Counties:	J. W. Flynn G. W. Moyer M. McCullagh M. Woitas W. Johnson
Summer Villages:	B. Ramsay
Public at Large:	F. I. Mitchell

Table 9 Edmonton Regional Planning Commission:
Member Municipalities (1973)

City	Population	Representatives
City of Edmonton	441,530	Newman, K.G. Evans, A. Oleson, L.O.
Towns		
Calmar	845	
Devon	1,502	
Drayton Valley	3,954	
Fort Saskatchewan	6,756	
Leduc	5,271	
Mayerthorpe	1,036	
Morinville	1,483	
Spruce Grove	4,256	
St. Albert	15,088	
Stony Plain	1,919	
Villages		
Alberta Beach (Summer Village)	320	
Betula Beach (S.V.)	-	
Bon Accord	398	
Breton	352	
Castle Island (S.V.)	-	
Edmonton Beach (S.V.)	148	
Entwistle	373	
Gibbons	723	
Golden Days (S.V.)	19	
Itaska Beach (S.V.)	-	
Lakeview (S.V.)	8	
Legal	683	
Nakamun Park (S.V.)	3	
New Sarepta	220	
Onoway	485	
Sandy Beach (S.V.)	22	
Sangudo	350	
Seba Beach (S.V.)	165	
Silver Sands (S.V.)	2	

Table 9 Edmonton Regional Planning Commission
Member Municipalities (1973) (Cont'd)

Villages	Population
Sandy Beach (S.V.)	5
Thorsby	604
Val Quentin (S.V.)	41
Warburg	451
West Cove (S.V.)	9
Counties	
Strathcona # 20	33,617
Leduc # 25	10,532
Lac Sainte-Anne # 28	6,330
Parkland # 31	11,933
Municipal Districts	
Sturgeon # 90	10,976

S.V. means Summer Village

Table 10 Edmonton Regional Planning Commission:
Membership of Committees (1973)

Executive Committee

McCalla, P.D.	Provincial Government
Kuchinski, D.D.	Provincial Government
Mitchell, F.I.	Public at large
Newman, K.G.	City of Edmonton
Flynn, J.W.	Municipal Districts & Counties
Moyer, G.W.	Municipal Districts & Counties
Alexander, W.	Towns

Metropolitan Committee

Blocksidge, J.	Provincial Government
Kuchinski, D.D.	Provincial Government
Harris, W.	Provincial Government
Mitchell, F.I.	Public at large
Olsen, L.O.	City of Edmonton
Newman, K.G.	City of Edmonton
Flynn, J.W.	Municipal Districts & Counties
McCullagh, M.	Municipal Districts & Counties
Moyer, G.W.	Municipal Districts & Counties
Lukay, F.	Towns
Powell, H.D.	Towns

Regional Transportation Committee

Blocksidge, J.	Provincial Government
Kuchinski, D.D.	Provincial Government
Newman, K.G.	City of Edmonton
Olsen, L.O.	City of Edmonton
McCullagh, M.	Municipal Districts & Counties
Flynn, J.W.	Municipal Districts & Counties
Moyer, G.W.	Municipal Districts & Counties
Woitas, M.	Municipal Districts & Counties
Lukay, F.	Towns
Hedberg, L.	Towns
Stapleton, A.	Towns
Miller, E.G.	Towns

Table 10 Edmonton Regional Planning Commission:

Membership of Committees (1973) (Cont'd)

Regional Resources Committee

McCalla, P.D.	Provincial Government
Harris, W.	Provincial Government
Newman, K.G.	City of Edmonton
Evans, U.	City of Edmonton
Flynn, J.W.	Municipal Districts & Counties
McCullagh, M.	Municipal Districts & Counties
Johnson, W.	Municipal Districts & Counties
Moyer, G.W.	Municipal Districts & Counties
Woitas, M.	Municipal Districts & Counties
Alexander, W.	Towns
Powell, H.D.	Towns
Stapleton, A.	Towns
Lee, G.	Towns

Parks & Recreation & Conservation Committee

McCalla, P.D.	Provincial Government
Harris, W.	Provincial Government
Mitchell, F.I.	Public at large
Newman, K.G.	City of Edmonton
Evans, U.	City of Edmonton
Johnson, W.	Municipal Districts & Counties
Woitas, M.	Municipal Districts & Counties
Alexander, W.	Towns
Hedberg, L.	Towns
Mayhew, R.	Towns
Ramsay, B.	Summer Villages

Meetings: This is one of the most active Committees with meetings held, when business arises, on average once every six to eight weeks.

Powers: Committee has two principal functions:

- development and rezoning
- subdivision matters.

Further responsibilities are now under consideration: that the Commission delegate to this Committee responsibility of detailed consideration of subdivision applications for the region, and matters of municipal zoning.

2.2.3.2 Executive Committee

Members: Should be represented from each area of the Commission's responsibilities - that is, Provincial, Rural Municipalities, smaller Urban Municipalities and the City of Edmonton. Seven members.
(See Table 10 for membership).

Meetings: Irregular, but on an average of once every six to eight weeks.

Powers: Responsible for considering those matters which are the concern in the operation of the Commission, including the preparation of the budget, matters of staff concern, etc.

2.2.3.3 Transportation Committee

Members: There are twelve members representing: the Provincial Government (2), the City of Edmonton (2), Municipal Districts and Counties (4), and Towns (4). (See Table 10 for membership.)

Meetings: Presently inactive with one or two meetings per year.

Powers: Has responsibility of recommending to the Commission on matters of highways, secondary roads, airports, pipelines, power-lines, etc. The principles and policies evolved will set the basis for the transportation section of the Preliminary Regional Plan.

2.2.3.4 Regional Resources Committee

Members: Thirteen members representing: Provincial Government (2), City of Edmonton (2), Municipal Districts and Counties (5), Towns (4).

Representation from all rural municipalities, as well as those departments of the Provincial Government represented on the Commission to deal with regional resources, that is, the Department of Agriculture and the Department of the Environment. (See Table 10 for membership).

Meetings: Until recently this Committee has been rather inactive, meeting only once or twice per year, however it should become more active now, as preparation of the Regional Plan is progressing more rapidly.

Powers: The Committee is involved in recommending to the Commission on policy regarding agricultural land use, as well as the consideration of policy on the use of other natural resources. This committee will also be involved in the preparation of the Regional Plan expected in 1974.

2.2.3.5 Parks and Recreation and Conservation Committee

Members: Representation from those Municipal members which are organized as: Summer Villages (1), Towns (3), Municipal Districts and Counties (2), the City of Edmonton (2), Public at Large (1), and Provincial Government (2). (See Table 10 for membership.)

Meetings: The Committee meets infrequently - once or twice per year.

Powers: Involved in formulating recommendations for the recreational section of the Preliminary Regional Plan and upon the consideration of unique features of the regional area.

2.3 Administrative structures

2.3.1 General

A permanent and temporary staff are employed to carry out the work of the Commission. The Commission's administrative functions are headed by a Director who supervises the entire operation. (See Figure 9 Organization Chart for E.R.P.C.).

2.3.2 Staff

The staff is spread over two sectors:

- Current Planning Sector : 5 Planners
2 Planning Technicians
- Research Planning Sector: 2 Planners
1 Planning Technician.

A support staff is utilized by both sectors which includes:

- 4 Planning Draftsmen
- 4 Stenographers
- 1 Secretary.

The Commission will be undertaking a new project in 1974, The Edmonton Region Growth Study, which will necessitate hiring:

- 1 Senior Regional Planner
- 3 - 4 Professionals (not necessarily planners - data processors, geographers, public participation planners, etc.)
- 1 Stenographer.

2.3.3 Functions and duties

Provide planning advice to member municipalities, except for the City of Edmonton. General co-ordination of regional planning is carried out with the Edmonton Planning Department whose members attend Commission meetings to back up City representatives.

Commission does municipal planning for all municipalities but Edmonton, however St. Albert has recently hired their own planner to prepare a General Plan for that town.

2.3.4 Budget

(See Tables 11 and 12 for budget of E.R.P.C.)

The Commission is financed under a Foundation System from the Alberta Planning Fund, Sec. 11 of The Planning Act. Sixty to seventy per cent of the budget is financed by the Province and forty to thirty per cent by the area municipalities.

The Provincial Planning Board of the Department of Municipal Affairs must approve the budget.

The E.R.P.C. through the regulations adopted in the Preliminary Regional Plan, is able to ensure economic and orderly development within the Region. It is the final subdivision approving authority for all areas within the Region with the exception of Edmonton.

Table 11 Edmonton Regional Planning Commission:
Budget Expenditures and Revenues, 1973 and 1974

	<u>1973</u>	<u>1974</u>
1. Operational "A" Budget		
Staff Salaries	\$ 186,000	\$ 265,640
Staff Benefits	11,157	14,020
Travel and Meeting Expenses	21,000	25,000
Material and Supplies	7,000	9,000
Furnishing and Equipment	2,000	4,000
Printing	2,000	3,000
Office Expenses	22,650	30,300
Parking	2,500	2,900
Miscellaneous	1,905	2,200
Contingencies	288	480
Total	<u>\$ 256,500</u>	<u>\$ 356,540</u>
2. Special Projects		
Alternate Growth Study	\$ 50,000	\$ 100,000
Aerial Photo and contours	2,000	
Total Budget	<u>\$ 52,000</u>	<u>\$ 100,000</u>
3. Revenues		
Revenue carried forward		\$ 20,000
Alberta Planning Fund	\$ 239,300	319,340
Subdivision Approval Fees	15,000	15,000
Sale of Maps and Reports	500	500
Interest	1,000	1,000
Indian Band Contributions	500	500
Miscellaneous	200	200
Total	<u>\$ 256,500</u>	<u>\$ 356,540</u>

Table 12 Edmonton Regional Planning Commission :
Budget for 1973 and 1974

Expenditures

1973 : \$256,500

1974 : \$356,540

Revenues

1973 : \$308,500

1974 : \$456,540

3 Province of Alberta

3.1 Nature of relationship

In matters pertaining to land use in the City of Edmonton, as indicated in the General Introduction, the City is autonomous - with the qualification that City planning must conform to the relevant Provincial Acts and the Regional Plan. The provincial departments have a minor - if almost non-existent - role to play in land use planning in Edmonton. The Department most closely involved is the Municipal Affairs Department, although to an even lesser degree, the occasional land use question might have implications of an interest to: The Department of Highways and Transport;

The Department of Agriculture, and

The Department of the Environment.

Since this relationship is of such a cursory nature these departments need not be examined under land use.

The Alberta government established the Alberta Land Use Forum to encourage public participation and to advise the government on rural land use.

3.2 The Department of Municipal Affairs

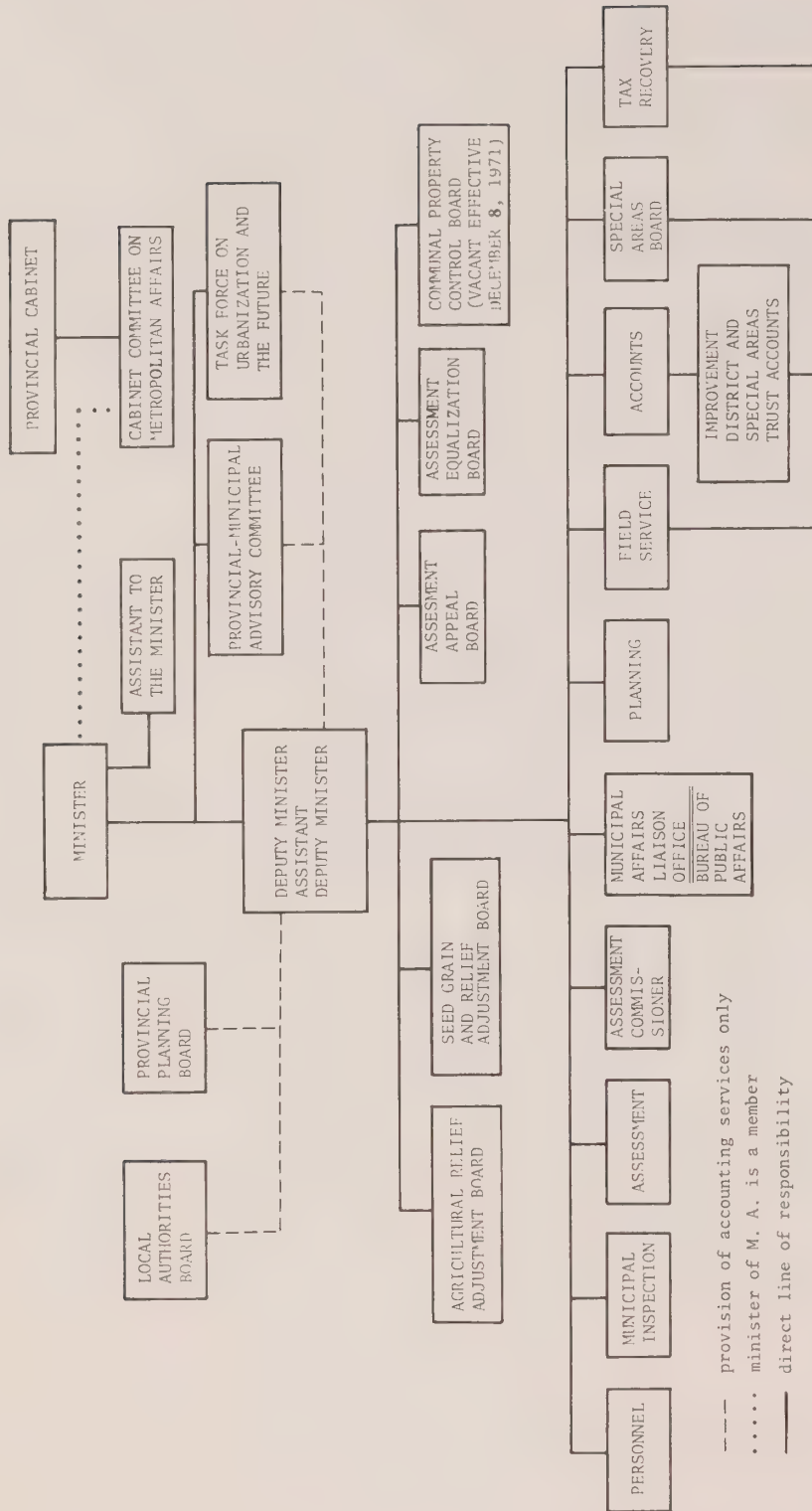
(See Figure 10 for Organization Chart of Department of Municipal Affairs).

In terms of this Departments' involvement in land use planning, three major categories can be delineated: political committees; an administrative branch including a task force, and an appeal function.

As far as the City is concerned it is this latter category - the appeal process - which has the most important potential impact on the City.

3.2.1 Cabinet Committee on Metropolitan Affairs

The Committee is chaired by the Minister of Municipal Affairs and advises the cabinet on matters relating to metropolitan affairs. Presently the Committee is examining the problems of urban transit.



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FIGURE 10 ORGANIZATION CHART OF THE DEPARTMENT OF MUNICIPAL AFFAIRS OF ALBERTA

3.2.2 Provincial-Municipal Advisory Committee

This Committee meets approximately four times a year, as decided by the Minister of Municipal Affairs who is the Chairman.

The Committee is composed of five members:

- two from the Alberta Association of Municipal Districts and Counties;
- two from the Alberta Urban Municipalities Association;
- the Minister of Municipal Affairs.

The Committee advises the government on matters pertaining to municipal affairs which any member wishes to have discussed.

3.2.3 Provincial Planning Branch

The work of this Branch is directed to those areas outside the seven Regional Planning Commissions and the cities of Edmonton and Calgary. The Provincial Planning Branch, in its advisory role to the Minister on legislation and regulations, may have significant impact on land use in Edmonton.

3.2.4 Assessment Branch

The basic responsibilities of the Branch are directed to those areas outside the two principal cities where assessment services are provided upon request, and where the Province absorbs 25 per cent of the cost.

The relationship of this Branch to the City of Edmonton tends to be of an intermittent, rather than permanent, nature. Edmonton has its own assessors but has requested assistance from the Provincial Assessment Branch in order to complete, as quickly as possible, an extensive general assessment undertaken by the City in 1972. The Branch in this instance provided Edmonton with approximately 1300 man days.

3.2.5 Task Force on Urbanization and the Future

This is almost a "one-man" operation with a backup staff of two.

The Task Force reports to a Board of Directors which is chaired by the Minister of Municipal Affairs on matters pertaining to planning research with the Province.

3.2.6 The Local Authorities Board

This is a small Board consisting of three members whose principal function is to decide on matters of boundary and the "separation" of land. It holds public hearings and renders decisions. The present boundary proposal of the City of Edmonton was considered to be of too large a consequence, and of too political a nature, to be placed before this Board; instead, it is now pending before the Provincial Cabinet. The role of the Local Authorities Board in matters of annexation regarding either Edmonton or Calgary, would likely proceed, in the future, before the Cabinet, although no trend can yet be said to have been established.

3.2.7 Alberta Assessment Appeal Board

This is an independent Board which hears appeals from:

- decisions made by a Court of Revision in a municipality in respect of a land and improvement assessment, a business tax assessment or a local improvement assessment;
- a municipality in respect of an equalized assessment established by Order of the Alberta Assessment Equalization Board;
- any assessment made by the Alberta Assessment Commissioner;
- any assessment made by the Chief Provincial Assessor under authority of The Electric Power and Pipe Line Assessment Act;
- the authority of The Irrigation Act; and
- an appeal filed in respect of an assessment made under authority of The Mineral Taxation Act.

In 1972 a total of 71 appeals were made to the Board from the City of Edmonton. In 1973, following the general assessment in Edmonton, 868 appeals were made to the Board.

3.2.8 The Provincial Planning Board

(See Table 13 for membership).

The Provincial Planning Board is the highest planning authority in the province. As an appeal board its decisions are final and binding, subject to reversal only by the Supreme Court of Alberta in matters related to jurisdiction and law.

Members are representatives of various provincial departments affected by the planning process.

The Board must approve all zoning amendments and is the final approving authority of subdivision applications and zoning and development control appeals.

There are five standing committees - first established in 1971 - as a means of alleviating the work load. They are named:

Waiver,
Reserve,
Mapping,
Finance, and
Rural Plan.

At the request of the Minister of Municipal Affairs, enquiries were held in the City of Edmonton on the matter of dedicating public reserve land and other land for streets, highways, lanes, etc., upon the subdivision of land in that city.

Table 13 Members of the Provincial Planning Board, 1973

-
- Deputy Minister
Municipal Affairs Department
 - Assistant Deputy Minister
Municipal Affairs Department
 - Provincial Planning Director
Municipal Affairs Department
 - Director of Technical Division
Lands & Forests Department
 - Supervisor of Special Land Uses
Lands & Forests Department
 - Director of School Administration
Department of Education
 - Head of Horticulture Branch
Department of Agriculture
 - Chief Engineer of Water Resources Branch
Department of Agriculture
 - Chief Engineer
Highways and Transport Department
 - Director of Surveys
Highways and Transport Department
 - Surveyor to the Edmonton Land Titles Office
Department of the Attorney-General
-

4 Federal government

At the present time no Federal Department plays a major role in influencing urban development and land use planning in Edmonton. However, because of their respective responsibilities, various departments which own land in the metropolitan area have an impact on land use planning. They are listed without further description:

Department of Public Works

Department of National Defence.

B Urban transportation

Of all the components of an urban area, the transportation system has the greatest influence on development. On the one hand, the use of land, the direction of growth and the distribution and density of population, are strongly influenced by the form and character of transportation facilities, while, the make-up of the transportation system is predicated on the nature and extent of existing and proposed developments. Because of this close relationship, it is essential that the transportation system be carefully co-ordinated and integrated with land use and other development proposals.

Major areas of co-ordination between land use planning and transportation:

- encompass a field ranging from total City and Metropolitan structure to problems associated with individual zoning requests;
- rate of growth and direction of urban expansion will dictate transportation facilities which service particular areas as well as the provision of these facilities be based on forecasts of land use expansion. Hence, the rate of growth in one particular sector could proceed much more rapidly than that of another if a significantly better transportation system is provided and all other factors (such as land cost and availability, utilities provisions, etc.) are equal;
- the form and function of a City's core area is influenced also by the type and effectiveness of the transportation system which services it. Normally, the central area is the nucleus around which the transportation is evolved and consequently the strength of a downtown is related to its accessibility;
- the rezoning of land, if not carefully assessed, can also compromise established transportation facilities. E.g., if residential densities in a developing area are significantly increased, the

transportation system which links this area to the main activity centres in the City may not be able to cope with the increased load, thus, necessitating major expenditures.

Edmonton's urban transportation system consists of two primary components - public transit and roadways network. Each of those must supplement the other to best meet the objectives and criteria established in the General Plan. Improvements to the transportation system must be accomplished to accommodate the growth and increasing travel demands within the City and its Metropolitan area as well as to generally improve and upgrade both the roadways system and the transit system.

1 Municipal

In the City of Edmonton all aspects of urban transportation are centered in the Engineering and Transportation Department (See Part I Sec. 1.1.6 for general structure and Figure 4 for Organizational Chart) under the Commissioner of Utilities and Engineering.

The basic goal in the last few years has been to create a "balanced" urban transportation system bringing together freeways, ordinary roadways, bus routes and rapid transit in a way that will meet the transportation needs of all citizens without exceeding the financial means of the City or interfering with other priorities, such as clean air, land for recreation, etc. (In June 1974, the Engineering and Transportation Department issued the City of Edmonton Transportation Plan, Part I, which was approved by City Council in July, 1974.)

1.1 Transportation planning

The goals set forth in Chapter XII of the General Plan indicate a decision to move towards long range policies favouring public transportation over the use of major new roadways, although the efficiency of the present roadway network is to be improved and provisions for an outer ring roadway are also part of this plan. Ongoing transportation planning is the function of the Transportation Planning Branch.

In 1970 The City Transportation Act was passed, setting guidelines for the second five-year program.

This Act required the City to adopt a transportation planning by-law to act as a reference point and guide for future planning. This was done by council in 1971. However this Act does not articulate a structural relationship for transportation planning between the City, the E.R.P.C. and the Province.

1.2 Edmonton Transit System

This division of the Transportation Department is responsible for maintaining, purchasing and operating an effective and efficient network of bus services to meet local demand. The provision of an overall regional system between the core area of the City and the dormitory towns outside the City boundaries is at best a haphazard affair with individual towns providing a quasi express service between the town and specifically designated stops within the City. No generally coordinated plan exists between the City's transit system and those of the satellite communities. In April 1974, City Council agreed to a contract to provide bus service to St. Albert. Service to Sherwood Park is still provided by a private company.

1.3 Industrial Airport

This Department is responsible for the Industrial Airport which is one of the four airports serving Edmonton. The recent Edmonton Area Aviation Systems Master Plan Study completed by Canadian Air Transportation Administration in conjunction with the City of Edmonton concluded that, while the Industrial Airport is an integral part of the Edmonton area aviator system, it is currently operating near its practical annual capacity. However, if the Industrial and International Airports are utilized in a manner so as to exploit each of their inherent advantages, and additional capacity is provided at a new satellite airport, the potential exists to develop a balanced aviation system capable of meeting the forecast demand beyond 1990.

In the spring of 1973 the federal Ministry of Transport selected a site for a satellite airport northeast of Edmonton. This airport is intended to handle much of the recreational and educational traffic presently using the Industrial Airport.

1.4 Bridge and roadways

Late in 1971 a new bridge, the James Macdonald Bridge was opened providing additional cross-river capacity and eliminating the need for a lane control system.

2 Regional

2.1 The Transportation Committee

The Edmonton Regional Planning Commission has established a Transportation Committee to deal with matters of Urban Transportation. For a description of the E.R.P.C., see Part II, A (Land Use), Section 2. The Transportation Committee is described in Part II, A (Land Use), Section 2.2.3.3.

Through the Transportation Committee, the E.R.P.C. acts as a coordinator for regional transportation systems. The integration of public transportation, through this Committee, has been achieved, to a degree, in that municipalities are permitted to operate regional transit services into the core area of the City, although all operations within the City are directed to one location only, and the franchise does not extend to further passenger pick-up stops at any other point.

The Transportation Committee is also responsible for recommending to the Commission on all matters of highways, secondary roads, airports, pipelines, powerlines, etc. The principles and policies evolved established the basis for the transportation section of the Preliminary Regional Plan.

As indicated on the Organizational Chart for the Provincial Department of Highways and Transport (See Figure 11), two administrators from that Department attend the Transport Committee meetings - the Chief Planning Engineer and the Urban Streets Engineer (who also attend meetings of the Calgary Regional Planning Commission) - along with a technical representative from City Planning and City traffic.



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FIGURE 11 ORGANIZATION CHART OF THE PROVINCIAL DEPARTMENT OF HIGHWAYS AND TRANSPORT, ALBERTA

2.2 The Ring Road Study Special Committee

A Special Committee to examine the Ring Road Study prepared by the Provincial Department of Highways was established by the Transportation Committee, although since the report is now finished this Committee no longer functions and the report is at the present time pending a decision before Cabinet.

The E.R.P.C. may adopt transportation plans, proposals and policies, but the authority for implementation lies with the individual member municipalities and the Province.

3 Provincial

There appears to be only a tenuous link between transportation planning and development at the City level and that of the Province. The Provincial Department of Highways and Transportation is now in the process of initiating a new approach of financial assistance for publicly operated urban transportation systems, patterned after Ontario's "People-First Plan" for public transit. In June 1974, the Alberta government announced a new city transportation policy.

3.1 The Department of Highways and Transport

The Provincial Transportation Act, which establishes the broad outlines for provincial response to transportation problems and needs, is not precise with regard to the relationship of the Province to either of the principal cities. While the Act does not exclude the provincial operation of a transit system, the existing operational policies have excluded this for the moment.

The Department however appropriated \$16 million in 1973, and an estimated \$18 million for 1974 for urban transit.

This is divided between the ten urban centres of the province with the allocation reflecting population distribution. In 1973 Edmonton received \$6.5 million, Calgary \$6.5 million, and the 8 smaller cities, \$3 million.

In Edmonton the \$6.5 million was divided into two general purposes: \$2 million was granted with no stipulation as to how it should be deployed. It was used by the City to experiment with certain transportation schemes such as special bus lanes and roadway work.

The remaining \$4.5 million was earmarked on a 75% basis with the City matching 25% for planning and developing connecting roads or any route with arterial value.

An additional \$15 million has been allotted in the Provincial budget of March, 1974 for rapid transportation although no details are available at this writing (March, 1974) as to how it will be utilized by Edmonton, or if it will be an annual grant.

3.2 The Planning Branch

This Branch has been responsible for working with the City and the E.R.P.C. on the Ring Road project which has now been placed before Cabinet for the first decision.

This Branch had also been previously involved in the METS study which sought to tie in land use with transportation requirements. The METS project was a joint affair between the City Planning Department, the Department of Municipal Affairs and the Department of Highways and Transport. From this Branch the Chief Planning Engineer and the Urban Streets Engineer carry out ongoing discussions at the City and Regional level in order to coordinate transportation policies.

4 Federal

4.1 No Federal Department at the present time is involved with transportation in the City of Edmonton, although the Ministry of Transport is responsible for maintaining and operating the Edmonton International Airport.

Appendix I

A summary of the principal features of the Edmonton General Plan
(Source: General Plan City of Edmonton, Office Consolidation)

The General Plan

The Province of Alberta Planning Act provides, under sections 94-99, that a Municipal Council may prepare a general plan "deciding the manner in which the future development or re-development of the Municipality may best be organized and carried out, having regard to considerations of orderliness, economy and convenience". The Plan "shall be prepared on the basis of surveys and studies of land use, population growth, the economic base of the Municipality, its transportation and communication needs, public services, social services, and such other factors as are relevant to the preparation of a general plan".

The first General Plan for the City of Edmonton was assembled and presented to Council in the form of a Preliminary General Plan in 1962. It was continuously amended since that time and the present General Plan was approved by Council in 1971. The following list represents those chapters which have been approved and that are now included as part of the General Plan:

- Chapter I - History, Geography, Regional Conservation.
- Chapter II - Effect of Resources Development on Growth of Metropolitan Edmonton.
- Chapter III - Growth and Population.
- Chapter IV - Residential Development.
- Chapter V - Parks and Recreation.
- Chapter VI - Public and Quasi-Public Uses.
- Chapter VII - Industrial Development.
- Chapter VIII - Commercial Development.
- Chapter IX - Generalized Land Use Plan, 2 vols.
- Chapter X - Downtown Edmonton.

- Chapter XI - Special Planning Studies.
- Chapter XII - Transportation (approved by Council in 1973).
- Chapter XIII - Utilities.
- Chapter XVI - Programming, Capital Budgeting and Financing.
- Chapter XIX - Edmonton Metropolitan Region and District Plan.

Legal Status of the General Plan

After the Plan is adopted, City Council may exercise development control within any areas of land included in the General Plan, but must enact a zoning bylaw for all areas covered in the General Plan in which development control is not exercised (s.98.a.b.). The Council shall further completely review the General Plan every five years after its adoption and may by bylaw amend the Plan (s.97).

When a Council adopts the Plan, it must do so in its entirety including all its maps and documents, and any inconsistency between the General Plan and the Regional Plan must be corrected (s.79.b.).

The enactment of the General Plan Bylaw involves the submission of the Plan, amendments and Bylaw to the City's Development Office, who shall immediately advise Council with respect to the content of the Bylaw and its uniformity with The Planning Act (s.13.d). The City must officially advertise the Plan, hold public hearings concerning it and provide copies at a reasonable cost for the use of the general public. Council may amend or repeal the General Plan Bylaw (s.134.1). The Plan's objectives, principles and standards, which are established to guide further development, are, together, the City's official policy.

Instruments of Implementation

(a) The General Plan Bylaw

Provincial legislation permits Council to adopt a General Plan Bylaw to enable the utilization of the Plan as a guide for future urban growth. The adoption of such a Bylaw is essential to give formal

status and recognition to Council's role in directing the development of the City. The General Plan Bylaw has two broad functions. Firstly, it conveys a concept of the physical form of the future City. Secondly, it outlines the pertinent objectives, policies and programmes of City Council by which this concept may be achieved. The Bylaw sets out the City's broad, long-term plan of development. It does not govern particular sites directly, but rather expresses Council's intentions.

Once a General Plan is published, extensive discussion and revision of the document is undertaken by the Municipal Planning Commission, City officials - especially in the Planning Department - businessmen and interested citizens prior to the Plan's presentation to City Council. At the same time, a General Plan Bylaw is prepared to enable the adoption by City Council of the entire General Plan document with any amendments to be contained in adopted appendices. The final step entails detailed discussions of the Plan by City Council after which the General Plan with amendments may be formally adopted by Bylaw. The purpose of the Bylaw is to describe the manner in which the future development and re-development of the City may best be organized and carried out, having regard to considerations of orderliness, economy, convenience and the goals of the community so as to achieve a functional and pleasant physical environment for the citizens of Edmonton.

(b) Zoning Bylaw

The Zoning Bylaw is an immediate set of regulations designed to cope with development problems of the present and to protect the land that will be developed in the future. It offers property owners assurance of what they can do with their property and what may happen on their neighbours' properties. Zoning is the division of a community into areas for the purpose of regulating the use of land and buildings, the height and bulk of structures, the proportion of the lot that may be covered by them and the density of population that they may house.

The enactment of the zoning bylaw and its subsequent administration are the legislative and administrative processes for carrying out the land use provisions of the Plan. Provisions for zoning and development control for areas covered by the General Plan are included in The Planning Act (s.99.a.b.).

When a general plan is adopted, the council

- a) may continue to exercise development control over all or part of the land included in the general plan, and
- b) shall as soon as possible thereafter proceed with the enactment of a zoning bylaw to include those areas of land within the general plan in respects of which development control is not exercised.

The adoption of the General Plan Bylaw will result in a revision of the present Zoning Bylaw only where review or revision is called for by the Plan or when a section of the Plan is to be implemented.

The Planning Act also provides development control procedures to guide growth during the interim period when the Plan and the Zoning Bylaw are being prepared and zoning caveats to provide land use control in lieu of any other land use control.

The purpose of zoning is to assist in orderly development and growth. Zoning should recognize the variations of land use and development as well as their changes. It should cover the entire City; it should preserve the character of the neighbourhood where possible; it should exclude new uses which are prejudicial to the restricted purposes of the area; it should gradually eliminate non-conforming uses; it should permit spot zoning only where it is in the public interest; it should stabilize and protect values and uses from sudden or haphazard changes; and it should consider the value of aesthetics.

(c) Land Subdivision Control

The process of land subdivision review and approval is a major tool for the accomplishment of Edmonton's General Plan. Every time a new land subdivision with its streets, blocks, lots and open spaces is laid out, a piece of City development and planning has been achieved.

Subdivision regulations set forth the policy and standards which govern the division of large parcels of land into smaller parcels. Subdivision controls set forth the community's policies regarding the acquisition of sites for public uses, paving streets, street and lane widths and development standards, etc.

The control over subdivision as outlined in the Subdivision and Transfer Regulations in The Planning Act enable roads and parcels of land to be laid out in a desirable pattern in accordance with the Plan and Zoning Bylaw. An important part of the implementation of the General Plan is the preparation of detailed, comprehensive development plans for new subdivisions and replot areas. These plans enable detailed subdivision layout and zoning to be adopted as part of the Plan.

(d) Development Schemes

Section 114 of The Planning Act states that Council, by bylaw, may adopt a development scheme to ensure that any proposal contained or to be included in the General Plan will be carried out.

The development scheme may:

- i) Provide for the acquisition, assembly, consolidation, subdivision and sale or lease by the Municipality of such land and buildings as are necessary to carry out the development scheme.
- ii) Reserve land for future acquisition as the site or location of any public roadway, service or building or for a school, park, or other open space and make such arrangements with the owners of the land as will permit its acquisition and use for those purposes.
- iii) Specify the manner in which any particular area of land is to be used, subdivided or developed, and regulate or prohibit the construction of buildings that would interfere with the carrying out of the development scheme.
- iv) Make available any land for agriculture, residential, commercial, industrial or other uses of any class at any particular time.

The development scheme must describe and set out the manner in which the scheme is intended to implement a proposal, the land and owners affected by the scheme and the details of the scheme, including the types of development, the land to be reserved and the manner in which land affected by the scheme is to be subdivided (s.115).

Development scheme bylaws are powerful means by which the General Plan can be implemented as considerable flexibility may be maintained within the terms of each scheme. It is possible to employ those bylaws in many diversified ways, for example, future freeway rights-of-way can be protected by such bylaws to ensure that costs of land acquisition will not be unnecessarily increased by new development which could interfere with the proposed route. Development scheme bylaws can also be used to create better standards of comprehensive development throughout the City.

Development scheme bylaws may be used to implement a great variety of General Plan proposals and are a valuable means of General Plan implementation.

(e) Capital Improvement Programming

Capital improvement programming is a means by which public construction is used to encourage the realization of the objectives and principles contained within the General Plan. The entire range of public works and capital expenditures is fundamental to the achievement of the Plan, but, until the General Plan has been prepared, there is no basis upon which the long-range capital improvement needs of the community can be intelligently set forth. A sound capital budgeting process is essential if there is to be assurance that the City's capital funds are being spent constructively and not merely in response to expedient demand.

Chapter XVI - as indicated earlier - of the General Plan, outlines the objectives and principles in regard to capital improvement programming for Edmonton.

Some elements of this Plan cannot be implemented without direct action by the Municipal Government to acquire property and construct public works. The Plan requires these expenditures to be programmed in a long-range capital improvement programme. The purpose of the capital improvement programme is to present schedules of acquisition, major construction and alteration of facilities for public use over the Plan period.

(f) Urban Renewal

Chapter XI, of the General Plan, outlines various techniques which may be utilized in the preparation of plans for aging areas of the City. Also outlined is a district plan process for the examination of these older areas which is considered most appropriate in the Edmonton situation.

(g) Outline Plans

The General Plan contains a vast array of objectives and principles concerned with the manner in which the City should develop or redevelop. Basically the outline plan is a very broad land use and transportation plan which establishes the distribution of major uses throughout an expansion area with the fundamental objective of providing a framework upon which detailed subdivision plans may be based.

The General Plan mentioned five principles for citizen participation:

- a) Specific planning programmes should include procedures whereby interaction with citizens can take place in order that the values, needs, and goals of the community may be determined and embodied as an integral input into the study.
- b) The results of the analysis of the survey stage of the planning process, which would include an assessment of community desires, should be made available to the community, together with alternative objectives and development concepts for the study area. This will help stimulate and guide constructive public participation into determining the constraints and opportunities of different courses of action and, at the same time, enable the community to achieve continual re-adjustment of values, needs, and goals.

- c) Prior to the adoption of a plan, public hearings in the affected community should be held involving both elected and technical representatives of the City. This would provide an opportunity for local residents to express their opinions before the adoption of a plan.
- d) When an adopted plan is implemented, local citizens should be given continued opportunities to scrutinize and comment on plan progress, and changes in implementation procedure made accordingly where necessary.
- e) The post plan analysis and feedback stage of the planning process should receive significantly more attention in order that the full results of implemented plans may be properly reviewed, assessed and used for future guidance.

List of documents

The following is a list of documents used in this study of the Political and Administrative Structures of the Edmonton Metropolitan Area. Several documents were provided on a temporary basis and have been returned to the lending libraries or agencies. The remainder are now deposited in the departmental library of the Ministry of State for Urban Affairs

A City of Edmonton

- 1 The Present is Our Challenge, The City of Edmonton, An Administrative Overview, 1970-1971
- 2 General Plan, Planning Department, 1971 Consolidation
- 3 Estimate of Capital Expenditures, 1972, 1973
- 4 Summary, Estimate of Capital Expenditures, 1972
- 5 Capital Budget, 1973
- 6 Departmental Estimates, Current Budget, 1972, 1973
- 7 Summary Schedules, Current Budget, 1972
- 8 Summary Statements of Revenues and Expenditures, Current Budget, 1973
- 9 Report and Recommendations of the Economic Affairs Committee, Capital Budget, 1972, 1973
- 10 Financial Statements and Reports, 1972
- 11 Program Estimates, Budget, 1974
- 12 Metropolitan Edmonton Transportation Study, Edmonton District Planning Commission and the Province of Alberta, 1963, Volume 102

B Province of Alberta

1) General

- 13 Regional Rural Road Study; Volume 2: Plan and Program; Edmonton Regional Planning Commission and member communities in co-operation with the Government of the Province of Alberta

2) Task Force on Urbanisation and the Future

- 14 Progress report, 1973
- 15 Index of Urban and Regional Studies, Province of Alberta, 1950-1973, Issue #2, 1973
- 16 The Role of Regional Planning, 1971
- 17 Choices for Metropolitan Growth, 1972
- 18 Issues in Local Government
- 19 Task Committee Reports, 1972

3) Department of Municipal Affairs

- 20 Municipal Statistics, including Improvement Districts and Special Areas, 1971
- 21 Annual Report, Department of Municipal Affairs, 1972

C Statutes and By-laws

- 22 Municipal Government Act, 1970 R.S.A., C. 246
- 23 Regulations pursuant to The Planning Act
- 24 By-law to Fix and Levy the date for Taxes to be collected for the year 1973

- 25 The Municipal Government Amendment Act, 1973 S.A., C.40.
- 26 The Municipal Election Act, 1970 R.S.A., C. 245.
- 27 The Local Authorities Board Act, 1970 R.S.A., C. 218.
- 28 The Planning Act, 1970 R.S.A., C. 276.
- 29 The City Transportation Act, 1970 R.S.A., C. 47.

D Updating documents (July 1974)

- 30 A Submission by the City of Edmonton to the Government of Alberta regarding: Towards a New Planning Act for Alberta (1974)
- 31 Towards a New Planning Act for Alberta, Alberta Municipal Affairs, January 1974
- 32 The Future of this City: or Has this City a Future?
A submission to the Minister of Municipal Affairs of the Government of Alberta by the Council of the City of Edmonton, October 1, 1973
- 33 City of Edmonton Transportation Plan, Part I, June 1974

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